



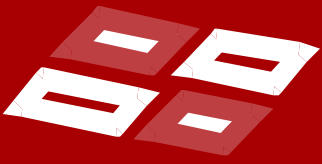
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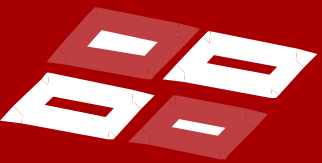


# **Proceedings of the USAID Natural Resources Management and Environmental Policy Conference**

***Banjul, The Gambia  
January 18–22, 1994***



**Technical Paper No. 2  
November 1994**



# SD Technical Papers

Office of Sustainable Development  
Bureau for Africa  
U.S. Agency for International Development

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(continued on inside back cover)

***Productive Sector Growth and Environment Division  
Office of Sustainable Development  
Bureau for Africa  
U.S. Agency for International Development***

**Proceedings of the  
USAID Natural Resources Management  
and Environmental Policy Conference**

***Banjul, The Gambia  
January 18–22, 1994***

**November 1994**

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# Foreword

In 1987, two events galvanized efforts by the U.S. Agency for International Development (USAID) in assisting Africans to move toward more sustainable management of the natural resources base upon which their livelihoods rest.

First, the U.S. Congress initiated a new assistance instrument, the Development Fund for Africa (DFA). The DFA provided secure funding and increased programming flexibility, and in exchange, USAID's Africa Bureau developed an assistance program that strives to:

- concentrate resources strategically in countries where we can develop an effective partnership with both national government and local community organizations;
- emphasize African participation in the development process;
- focus on achieving results and people-level impact;
- emphasize sustainability; and
- ensure coordination with other donors.

The second event was the establishment of a Plan for Supporting Natural Resources Management in Sub-Saharan Africa (PNRM). The plan was revalidated and updated in 1992 to focus on two critical problem areas: environmentally unsustainable agricultural practices; and loss of tropical forests and other critical habitats for biological diversity.

Since these events in 1987, USAID has begun to invest heavily in natural resources management (NRM) in Africa. However, in an operating environment of rapid population growth, sharply escalating food needs and widespread poverty, helping people to adopt more sustainable approaches to management of the

natural resource base is a daunting undertaking, and many of the investment payoffs will not be felt for a number of years. Nonetheless, there have already been widespread and positive change in the way USAID missions, host governments, and non-governmental organizations (NGOs) seek to improve NRM practices, resulting in a significant improvement in the incentives rural Africans have for sound stewardship of the resource base. In some areas, there has been a measurable increase in the welfare of rural Africans attributable to these programs.

Since 1992, the Africa Bureau's Office of Sustainable Development (AFR/SD, formerly the Office of Analysis, Research, and Technical Support) has undertaken a program of research, analysis and field support aimed at improving the quality of USAID's programming in Africa. One mechanism used to insure that the research and analysis undertaken is demand-driven, relevant, and effectively disseminated, has been to host collaborator's workshops and meetings.

In this regard, a key conference was organized in January 1994 in Banjul, The Gambia, by the NRM Unit in the Office's Productive Sector Growth and Environment Division (SD/PSGE). This document contains the proceedings from that Conference. The proceedings record the activities, meetings and process of the conference, draw upon supporting documentation to expand on observations, and present evidence to support conclusions. The key results of the conference were distributed to participants and other interested parties via an earlier reporting cable (see Appendix C: Banjul 00510, February 11, 1994).

The Banjul conference assembled more than 150 participants from 15 African countries.

Present were a variety of African government officials, representatives from a large number of NGOs, staff from eight USAID missions and three USAID/Washington Bureaus, and some representatives of other donors. Special efforts were made to ensure full participation by Africans.

In order to improve the effectiveness of present and future USAID natural resources and environmental programs, the conference focused on learning from various country experiences in designing and implementing such programs. Emphasis was on small group discussions, with supporting panel discussions. Work groups focused on four themes—participation and governance; institutions; NRM technologies and approaches; and national and local level planning. They met first to present

experiences in implementing and designing programs, and then to propose concrete steps to improving the quality of programs. There were poster sessions, ad hoc work groups, optional evening presentations, hands-on meetings on specific tools and techniques, and field visits.

Feedback during and since the Conference indicates that it was an extremely useful mechanism to raise the awareness of NRM issues in Africa, share lessons, experiences and solutions throughout the continent, and thus improve the quality of donor, NGO and host government programs in search of sustainable management of natural resources in Africa.

Curt Reinstma  
Division Chief  
USAID/AFR/SD/PSGE



# Acknowledgments

A conference with the magnitude and scope of the USAID Natural Resources Management and Environment Policy Conference can only be as successful as this conference was with the active participation of a large number of institutions and individuals. The individual most responsible for the conference's success was *Tony Pryor*, natural resources policy advisor to AFR/SD/PSGE. It was his perseverance that was essential in the conference's fruition. The rest of the executive committee, *Tim Resch* and *Pat Isman*, worked tirelessly, often behind the scenes to ensure a successful conference.

As can be seen from the conference agenda and these proceedings, this was not merely one conference, but several, operating concurrently in many cases. Almost every participant was on stage at some point in the conference. We are especially grateful to those who assumed leadership roles as workshop chairs and rapporteurs.

The substance of the conference's program was guided by the Policy Consultative Group of the World Resources Institute (WRI), with leadership from *Tom Fox* of the Center for International Development and the Environment. Also from WRI, the support of *Dan Tunstall* and *Jake Brunner*, from the Secretariat of the Natural Resources Information Consultative Group, was essential in the success of the technical sessions they managed, including the larger, concurrent poster sessions. The Conference Synthesis Committee, also led by *Fox*, with *Lance Jepson*, *Asif Shaikh*, *Abdoulaye Sawadogo*, and *Bob Winterbottom*, was instru-

mental in guiding the flow of discussions and gleaned the essence of presentations.

The logistics of hosting from Washington, D.C. a bilingual conference in Africa with multiple country participation is a daunting task. *Greg Swanson* of Amex International proved quite capable. He led a team composed of Washington staff and local contractors. Notable in their contributions were *Anne Liautaud*, *Jacob Roberts* and *Lillian Baer* of African Consultants International.

The assembling of these proceedings is largely the work of *Mark Buccowich* of the USDA/FS/IF Forestry Support Program, *Brian Strieffler* and *Bradley Rymph* of AMEX International, and *Tim Resch* of AFR/SD/PSGE.

The participation of full country teams from the major USAID NRM programs in Africa contributed most significantly to the conference's success. Madagascar, Senegal, Guinea, Uganda, the Gambia, Niger and Zimbabwe all organized teams that included USAID direct hires and personal service contractors, technical advisors, host government officials, and national non-governmental organizations. Finally, we are most appreciative of the kind hospitality and assistance of the U.S Embassy and USAID Mission in Banjul. Without their full support this conference would not have been held.

Phil Jones  
Natural Resources Management  
Unit Leader  
USAID\AFR\SD\PSGE



# Executive Summary

The focus of the USAID Africa Bureau conference “Natural Resources and Environmental Policy,” held in Banjul, the Gambia, January 18-22, 1994, was on the protection of the environment while achieving broad-based sustainable and equitable economic growth in Africa.

More than 15 African countries were represented at the conference by more than 150 participants, individuals who are responsible for implementing most of USAID’s \$350 million life-of-project portfolio for environmental and natural resources activities in Africa. The participants reviewed USAID’s experience in environment and natural resources management (NRM) and developed strategies aimed at increasing the efficiency and effectiveness of the Agency’s important investment in this area.

The intellectual foundation for the conference was the experience gained by USAID over the last five years under the Development Fund for Africa (DFA) and the congressionally-mandated target for NRM, and developed strategically within the Plan for Natural Resources Management (PNRM). This experience has been summarized in the Africa Bureau publications, *Africa: Growth Renewed, Hope Rekindled*, and *Towards a Sustainable Future for Africa: Improved Natural Resources Management under the Development Fund for Africa, 1987-1993*.

The conference had several objectives:

- to review the accomplishments and lessons learned from the implementation of USAID’s natural resources management/environment programs, especially those involved with policy reform or national environmental action plans (NEAPs);
- to share experiences in designing and imple-

menting such programs, outline key problems and constraints to implementation and monitoring, and recommend approaches to resolve these constraints;

- to initiate dialogue between country programs, develop opportunities for cross-country site visits, and share information and experiences;
- to provide detailed skills training and enable small discussion groups to address specific issues and needs related to monitoring techniques, design and implementation approaches, or other requested activities; and
- to review the reorganization of USAID and other changes that will affect environmental/NRM programs in the future.

The conference focused on the above in order to improve effectiveness of present and future programs. Emphasis was on small group discussions, with supporting panel discussions. There were also poster sessions, ad hoc work groups, optional evening presentations, hands-on meetings on specific tools and techniques, and field visits.

## **Strategic planning and organizational findings:**

1. *The coming of age of NRM programs.* In 1989, there were few NRM and environmental programs that were strategically integrated into USAID field missions. Today, not only has the Africa Bureau obligated more than \$350 million in funds for NRM programs, but many of these programs are integral components of mission strategies, putting in place conditions for long term

sustainable development. The challenge for USAID is to build upon this experience and work aggressively to change those things that make it difficult for us to move beyond where we are now. USAID/W, regional and central bureaus and missions have come to view environmental and NRM programs in Africa as necessary components of an integrated sustainable development strategy, and not just a politically correct entitlement.

2. *G/AFR partnership.* Over the last several years, the Africa Bureau (AFR) and its missions, PPC, and the Bureau for Global Programs, Field Program and Research (G), and its predecessors have worked closely together, in implementing the AFR's analytic agenda related to the environment and natural resources management (E/NRM). This interdependent and cooperative approach, drawing upon the relative strengths and mandates of all relevant bureaus, has enabled a more effective implementation of the E/NRM portfolio in Africa. We believe that this role, with AFR leadership in conjunction with G's programs and projects, can continue to have a major impact on E/NRM programs.
3. *E/NRM programs and strategies.* AFR's E/NRM programs and the agency's new strategies are consistent. Many of the principles of the PNRM and the DFA that define USAID's E/NRM portfolio in Africa are now being applied agency-wide and are embodied in the new agency strategies and implementation guidelines. In particular, the PNRM's emphasis on environmental quality as a component of sustainable development, rather than solely as an end in itself, and an emphasis on sustainable increases in agricultural productivity are all key features. Conference participants agreed that these emphases were reflected in the environmental guidelines, although the draft guidelines should be revised to more explicitly sub-

sume these points.

E/NRM programs, due to their complexity, uncertain and evolving linkages, causalities, and long time frames, place extreme pressure on USAID's existing way of conducting business. Field success requires unusual patience; longer time frames and implementation flexibility are needed. Mechanisms are required for contractors, PVOs, and USAID missions to be rewarded for their ability to respond to change, learn from false starts, and assess changing circumstances.

### **Conditions and policy findings:**

1. *The importance of getting conditions right.* NRM programs in Africa are increasingly based on the concept of putting in place conditions that will lead to long term change. Program impact therefore must go beyond simply counting individual change, toward considering the prospects for that change to become more broad-based.
2. *Need for global issues entry points.* It is crucial for planning and implementation that local populations own the NRM programs in countries where USAID has activities. Some of the global priorities of USAID, such as global climate change (GCC) emissions, and biodiversity "hot spots," are difficult for African countries to internalize because Africans generally don't recognize the relevancy to their immediate problems. GCC impacts on development and ecosystem management may be the "entry points" to start raising awareness and promoting dialogue and participation.

### **Participation and PVOs/NGOs findings:**

1. *Participation.* Participation is often a necessary but seldom sufficient component. It also can be misconstrued as an end in itself. Care must be taken to ensure that the ulti-

mate objective—environmentally sustainable development—is maintained.

2. *Democracy and governance.* Democracy and governance issues are central aspects. It is not, however, clear that increased local governance, by itself, necessarily leads to the better management of natural resources.
3. *Equity/gender/power.* Equity, gender and power become not only important for an equitable distribution of benefits, but also essential for durable success through participation of stakeholders.
4. *Local communities.* For USAID to continue and expand its focus on participation, it must develop more effective ways to channel funds to local communities. USAID must also develop mechanisms that transfer to local communities greater control over the funds received.
5. *Role of NGOs and PVOs.* Most conference participants viewed NGOs and PVOs as being essential to implementing NRM programs. However, there was some difference of opinion as to the potential limit for such groups. A significant portion of participants felt that, as with *participation*, PVOs and NGOs are not a panacea. In many instances they may supplement but not replace local governments, and be over-extended both technically and administratively. This is particularly the case when NGOs are asked to participate in areas that are beyond their traditional areas of expertise, as may be the case, for example, with biodiversity programs that take on sustainable development issues. There is also significant variance among NGOs/PVOs in capacity, objective, and constituency.
6. *NGO capacity building.* NGO capacity building is necessary. Several NRM programs in Africa that had been designed to

be implemented substantially through the existing field-based NGO community, have had to be redesigned to include a capacity-building component, for both indigenous as well as international NGOs and PVOs. Overall, the interest in working with and through NGOs and PVOs has not changed, but programs should not assume that sufficient capacity in the field exists to implement major NGO/PVO programs.

7. *USAID/NGO mediation.* It is clear that implementing NRM programs may generate considerable tension and misunderstandings between USAID missions and their PVO/NGO partners. Differences of opinion exist as to the technical approach and management requirements, many of which could be worked out amicably if a proper neutral venue were available. There is a clear need for some fora to provide peer review, informal discussion, debate, and communication that would be available to PVO/NGOs and USAID missions as part of the collaborative relationship between USAID and grantees. However formulated, it is recommended that USAID/W, possibly with the American Council on Voluntary Foreign Assistance (ACVFA), tackle this problem immediately.

## **Findings and recommendations of USAID procedures:**

Conference participants concurred with the need for many institutional reforms under discussion within USAID/W, and agreed that NRM programs provide exceptionally clear examples of the weaknesses encountered with existing systems.

1. *Requiring analytic rigor.* The quality of long term analysis and programming needs to be improved, requiring substantially more effort in training field staff, building addi-

tional peer review and arbitration mechanisms, and supporting action and applied research that is firmly embedded in field experiences. Participants discussed improving the logic and transparency of analysis and actions, in part through the impact monitoring process. Rigor, logic and transparency should be characteristics of all NRM programs, whether they are indigenous PVO local-currency grants or dollar-funded contracts. The programs need not require complex, expensive management systems, but they do, however, require better trained technical staff, and more use of applied economics and other social science skills throughout the design and implementation process.

2. *Developing partnerships.* While it is commendable that USAID/W wishes to limit the amount of time needed to design programs, care must be taken to ensure sufficient time to build consensus and develop the partnership relationships which are needed in order to successfully implement NRM programs.
3. *Mixing skills and staffing.* Most NRM programs in Africa are complex, often integrating non-project assistance (NPA) conditionalities, technical assistance, field grants, and other components. In principle, this integration should require the involvement of mission program economists, senior management, and other staff. While this program approach has worked well in several missions, there is a tendency for mission staff to be divided into offices with projects and strategic objectives, resulting in inadequate interoffice collaboration. In addition, senior management, program economists and officers seldom develop sufficient personnel interaction within NRM programs.
4. *Programming redefined.* The existing project and non-project design approach and

the rigidity of implementation works against the full integration of successful NRM. New approaches must be developed. One option may be sector programs, based on an overall programmatic design at the strategic objective level, with considerable flexibility below that level. Such approaches comprehend far more than *rolling design*. There were several meetings during the conference that addressed these issues, including meetings on how to incorporate hypothesis testing into designs, and the potential role of contracts built around objective-based performance. The conference participants recommend that the NRM sector be a case example for the development of innovative implementation modalities. It is clear that contracts need to be contractible, and agreements and grants be directed toward concrete objectives. But there must be better ways than the present system for us to do our work, which distorts programs, undercuts process, and is, in many instances, inherently counterproductive to the objectives of longer term sustainable development.

5. *Modifying Accountability.* Unless USAID accountability and reporting requirements become less restrictive, there is a risk that PVOs will collaborate less with USAID—just when the Agency hopes to work with them more. Particularly onerous are the increasingly stringent external auditing requirements. Other approaches need to be developed to maintain accountability and monitoring of impact with PVO programs, including an integrated approach with other components of USAID in simplifying reporting and audit requirements, and building capacity.

## **Information exchange and the role of SD/PSGE**

The role of information and knowledge in defining programs, identifying conditions and

monitoring impact was a major focus of the conference. It is clear that NRM programs have integrated impact monitoring and knowledge use, but it is also clear that far more needs to be done to learn from missions and implementers about how knowledge is being collected, used and reported.

1. *Increasing interchange between programs.* One major success of the conference was the ability of country teams to meet with other country teams working on similar issues, even when individual team subject matter (e.g., biodiversity conservation, or sustainable agriculture) was quite different. This process must be continued after the conference.
2. *Sharing Information.* SD/PSGE should develop a systematic approach for continuing

this dialogue through the use of e-mail, shared computer-based information systems, and the support of information and data transfer between missions, the field and USAID/W.

## **Conclusion**

The purpose of the analysis and research agenda of the USAID's Africa Bureau implemented by SD/PSGE is to increase the effectiveness of mission programs. In the case of the NRM and ENV sectors, the level of integration with mission portfolios is very high. The conference provided the opportunity for SD/PSGE collaborators to present findings and organize continued activities. It also allowed for country management teams to meet, discuss common approaches and solutions, and plan for future collaboration.





# Glossary of Acronyms and Abbreviations

AA	Analytical Agenda
ACI	African Consultants International
ADO	Agricultural Development Officer (USAID Missions)
AFR	Bureau for Africa (USAID)
AGHRYMET	Agriculture, Hydrology, and Meteorology Center (Niamey, Niger)
ANR	agriculture and natural resources
ANRP	Agriculture and Natural Resources Program (USAID/The Gambia program)
APE	Action Program for the Environment (USAID/Uganda program)
API	Assessment of Program Impact
ARC	AGRHYMET Regional Center
ARD	Associates in Rural Development
ARTS	Office of Analysis, Research, and Technical Support (USAID/AFR; now SD)
ARTS/EA	" / Division of Economic Analysis (USAID/AFR; now SD/SA)
ARTS/FARA	" / Division of Food, Agriculture, and Resources Analysis (USAID/AFR: now SD/PSGE)
ARTS/HHR	" / Division of Health and Human Resources (USAID/AFR; now SD/HRD)
ASAP	Agricultural Sector Assistance Program (USAID/Malawi program)
ASDG	Agricultural Sector Development Grant (USAID projects)
BSP	Biodiversity Support Program
CAMPFIRE	Communal Areas Management Program for Indigenous Peoples Project (Zimbabwe)
CAR	Central African Republic
CCWA	Office of Coastal and Central African Affairs (USAID/AFR)
CILSS	Comite Inter-Etats pour le Lutte Contre la Sécheresse au Sahel
COP	chief of party
CPSP	Country Program Strategic Plan
DESFIL	Development Strategies for Fragile Lands Project
DFA	Development Fund for Africa
DFM	Decentralization: Finance and Management
DH	direct-hire
DWNP	Department of Wildlife and National Parks (Botswana)
ECMS	Environmental Coordinating and Management Structure
ED	Office of Education (USAID/G)
EID	Office of Economic and Institutional Development (USAID/G)
EMEMP	Environmental Monitoring, Evaluation, and Mitigation Plan (USAID/AFR)

ENR	Office of Environment and Natural Resources (USAID/G)
ENV	Environmental Protection unit (analytical unit in USAID/AFR/ARTS/FARA)
EPAT	Environmental and Natural Resources Policy and Training (USAID project)
ESA	East and Southern Africa
FEWS	Famine Early Warning System (USAID program)
FSN	Foreign Service national
FSP	Forestry Support Program (USDA/Forest Service program)
G	Bureau for Global Programs, Field Support, and Research (USAID)
GCC	Global Climate Change
GEAP	Gambia Environmental Action Plan
GIS	geographic information system
GMRP	Guinea Natural Resource Management Project (USAID project in Guinea)
GOTG	Government of the Gambia
GPS	global positioning system
ICDP	integrated conservation and development plan
IEE	Initial Environmental Examination
IIED	International Institute for Economic Development
IPM	integrated pest management
IRD	Integrated Rural Development
IRG	International Resources Group
KENGO	Kenya Energy Non-Governmental Organizations Association
KEPEM	Knowledge and Effective Policies for Environmental Management (USAID/Madagascar program)
LOP	life of project
LTC	Land Tenure Center (University of Wisconsin)
MSS	multispectral scanner
NEA	National Environment Agency (The Gambia)
NEAP	National Environmental Action Plan
NESDA	Network for the Environment and Sustainable Development in Africa
NGO	nongovernmental organization
NPA	nonproject assistance
NRBAR	Natural Resources-Based Agricultural Research (USAID/Senegal project)
NRICG	Natural Resources Information Consultative Group (WRI)
NRM	natural resources management; Natural Resources Management unit (analytical unit in USAID/AFR/ARTS/FARA)
NRMP	Natural Resources Management Project (USAID/Botswana project)
OECD	Organization for Economic Cooperation and Development
OICD	Office of International Cooperation and Development

ONE	Office Nationale de l'Environnement (Madagascar)
ONI	Office of New Initiatives (USAID/AFR)
P&G	participation and governance
PARTS	Policy, Analysis, Research, and Technical Support (USAID/AFR/ARTS project)
PBS	program-based budgeting
PCG	Policy Consultative Group (WRI)
PPC	Bureau for Policy and Program Coordination (USAID)
PRA	participatory rural appraisal
PSC	personal services contract/contractor
PSD	Programme for Sustained Development (GOTG strategy)
PSGE	Productive Sector Growth and Environment Division (USAID/AFR/SD)
PVO	private voluntary organization
RAD	Division of Resource Access and Development (USAID/G/EID)
REDSO	Regional Economic Development Support Office (USAID)
RRD	rapid rural development
SADC	Southern Africa Development Community
SAVEM	Sustainable Approaches to Viable Environmental Management (USAID/Madagascar project)
SD	Office of Sustainable Development (USAID/AFR)
SP	Office of Strategic Planning (USAID/PPC)
SECID	South East Consortium for Economic Development
SWA	Office of Sahel and West African Affairs (USAID/AFR)
SWDM	Sahel Water and Data Management (USAID project)
SWISSAID	Swiss Association for Aid to Developing Countries
TDY	temporary duty
TRD	Tropical Research and Development
USAID	U.S. Agency for International Development
USAID/W	" /Washington, D.C., agency headquarters
USDA	U.S. Department of Agriculture
USDA/FS/IF	" /Forest Service/International Forestry
UNCED	United Nations Conference on Environmental and Development
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNSO	United Nations Sudano-Sahelian Office
USGS	United States Geological Survey
VDO	village development organization
VOCA	Volunteers in Overseas Cooperative Assistance
WCA	West and Central Africa
WCI	Wildlife Conservation International

WID	Women in Development (USAID project)
WMA	Wildlife Management Area (Botswana)
WMO	World Meteorological Organization
WRI	World Resources Institute
WWF	World Wide Fund for Nature / World Wildlife Fund

# 1. Introductory Remarks

## **Welcoming Remarks: Ambassador Andrew Winter, U.S. Embassy, Banjul, The Gambia**

Honorable Minister and all conference participants:

On behalf of the United States Embassy in The Gambia, I welcome you to Banjul and this Conference on Natural Resources and Environmental Policy.

As I look over this hall, I am impressed by the number of participants from sub-Saharan Africa and by the many representatives of United States-based natural resources and environmental organizations, both public and private.

This high level of interest, along with what I have seen in The Gambia, confirms my belief that, indeed, a more effective natural resources management and better environmental protection are critical for sustainable economic growth throughout Africa and our world.

The Gambian people understand how important a healthy physical environment is. The President of The Gambia himself proclaimed The Gambia's dedication to preserving the environment in the Banjul declaration of February, 1977. This declaration initiated growing environmental awareness and led to the priority that The Gambia places on protection of the environment so evident today.

I am also proud to say that the United States also places a very high priority on sound management of natural resources and the environment; our development goals reflect this priority.

The major theme of this conference is natural resources and environmental policy. Only through effective policy dialogue and policy formulated by all the stakeholders working to-

gether can we achieve the environmental goals we all share.

You all face a difficult but essential task—one whose necessity is obvious to each of you, as your presence here makes clear. Both your numbers and your enthusiasm give me great confidence.

I hope you all will have a little time to see some of this beautiful country. The Gambia offers many opportunities to remind yourselves of what we all seek to preserve and protect. I wish you all the best of luck and I look forward to learning the results of this conference.

Thank you very much.

## **Welcoming Remarks: Bonnie Pounds, USAID/The Gambia Representative**

Honorable Ministers, Ambassador Winter, and all conference participants:

On behalf of the USAID Mission in The Gambia, I would like to join Ambassador Winter in welcoming all of you to Banjul and to this Conference on Natural Resources and Environmental Policy. We were very pleased that The Gambia was chosen as the site for such an important gathering. I know you will be happy with the conference facilities and the pleasant surroundings. You no doubt have already discovered that the Gambians are a very hospitable and kind people.

At this early stage in the conference proceedings, I would like to thank, if I may on behalf of all of us here, the conference organizers for their advance work in putting this together. This includes Tony Pryor and Tim Resch of USAID/Washington; Tom Fox, director of

World Resources Institute (WRI) and the Policy Consultative Group of WRI; and Greg Swanson and AMEX International for the logistical and administrative backstopping. A special word of thanks also to Adele Sock for on-the-ground administrative efforts. We also wish to acknowledge the fine support of those many other individuals and groups too numerous to name who were involved in the planning of this meeting.

I believe that this is a very opportune time for a conference in natural resources and the environment. USAID places high priority on the environmental sector as it contributes to the Agency's goal of sustainable, broad-based economic growth. Many of the development objectives that USAID pursues in Africa, such as decentralization, democratization, and participatory growth and decision making, are manifested in our environmental and natural resources management portfolios.

We are all aware that a major thrust of the Development Fund for Africa and the Africa Bureau's plan for supporting natural resources management has been environmental policy reform which promotes more effective use of natural resources and fosters better stewardship of the natural resource base. The centerpiece of many of the cutting edge natural resource programs in Africa is the crucial feedback link between policy formulation at the national level and ground truth or experience in the field.

Another major thrust of the Africa Bureau has been support for National Environmental Action Plans. You will hear more about Environmental Action Plans throughout the conference. A major feature of The Gambia's Environmental Action Plan, like those in other countries, is the participation between all relevant actors in natural resources and the environment—the government, local nongovernmental organizations (NGOs), donors, communities, and individual resource users.

In The Gambia, our joint agriculture and natural resources program is formulated to work both at the national and community levels to facilitate feedback links between policy analy-

sis and reform efforts and community-based activities. The program also addresses program budgeting in key ministries, promoting environmental education and assisting in the improvement of The Gambia's environmental monitoring capacity. As you can see, just like all of you, we in The Gambia have our hands full.

We look forward to meeting all of you, to exchanging information and sharing lessons learned and to discussing problems we collectively face in achieving our objectives. It is without question that Africa's future is very much connected to the wise use of natural resources and environmental stability.

Good luck with the conference, and we in the Banjul USAID Mission look forward to closely working with you throughout the week.

#### **Keynote Statement:**

#### **Mr. Sarjo K. Touray, Minister of Natural Resources, Government of The Gambia**

Mr. Chairman, Honourable Ministers, The U.S. Ambassador to The Gambia, Director of USAID, Members of the Diplomatic Corps, Distinguished Participants, Ladies and Gentlemen:

It is with great pleasure that I have the singular honor to deliver the keynote address to the Conference on Natural Resources and Environmental Policy in Africa organized by the USAID. On behalf of His Excellency, The President Alh. Sir Dawda Kairaba Jawara, the government and people of The Gambia, I would like to extend a warm welcome to all participants who have traveled to The Gambia purposely to attend this conference. Indeed, we in The Gambia are proud that our beloved country has been chosen as the venue of this important gathering. We sincerely thank the USAID for this honor as ours is a small country that can provide only modest facilities compared to other better-endowed countries. However, I would like to assure you all that we host this confer-

ence with all our heart and the maximum warmth and friendliness that our people are known for. You are therefore urged to take time from your already loaded schedule to interact and mix with our people so as to enrich your experience and make your stay more meaningful and memorable.

Mr. Chairman, your Excellencies, distinguished participants, this conference is taking place at a crucial period in the history of natural resources and environmental policy development in The Gambia. It coincides with the further elaboration and the initial implementation phase of the Gambia Environmental Action Plan, which will be formally presented for discussion during the course of the conference. I must, however, hasten to state that this action plan is the latest reflection of the firm commitment of the Government of The Gambia to sound environmental management and our tireless efforts to improve on the contribution of the natural resources sector to national economic development. This concern dates back to the Banjul Declaration of 1977, launched by His Excellency the President to mobilize national effort to curb the decimation of our fauna and flora following the Sahelian drought. This was followed by institutional development measures, the most significant of which was the establishment of the Environment Unit and the enactment of the National Environmental Management Act. The thrust of government's policy then was to encourage resource regeneration amidst growth. We have never been certain of the proper balance between these seemingly mutually exclusive options, but we have always been clear that development was our policy priority and that the resource base was the long-term capital on which our nation builds and grows.

Thus, in our search for equilibrium between growth and conservation, government responded with resource management systems and measures based on the dictates of the precautionary principle, rationality in resource exploitation and the involvement of the grassroots in natural

resources management. In the forestry sector, some of the measures included natural forest plantations, fire protection through green belts, community management projects, and the planting of fast-growing tree species. The wildlife subsector witnessed the reorientation of the management system towards protected natural habitats and the integration of park management with community development needs. Similarly, the agricultural sector saw interventions designed to improve farming practices and integrated livestock development. Although the fisheries sector was not as adversely affected by the drought of the 1970s, which marked the policy shift towards attempts at sustainable resource exploitation, the sector has been a victim of overfishing due to a combination of increase in effort and the absence of effective monitoring, control, and surveillance of our waters. Thus, aware as we are of the importance of this sector in the long-term diversification of the economy, government introduced an industrial fisheries legal regime characterized by the establishment of pseudo-property rights in the form of zonal regulations, mesh size regulations, the banning of the beach seine, and measures to strengthen our surveillance capability. We have also made sure that we have participated effectively in environmental and natural resources fora at the regional and international level. Government has recently ratified the convention on biodiversity and on climate change, and the Department of Water Resources serves as the focal point for the pilot project funded by the Global Environment Facility and the U.S. Government to catalogue the sources and sinks of greenhouse gases. The Gambia is also actively participating in the current negotiations for a convention on desertification. Similarly, we have ongoing regional cooperation agreements in natural resources and the environment such as CILSS, the Subregional Commission on Fisheries, and we will not hesitate to explore further cooperation in other functional fields with our neighbors.

Mr. Chairman, Excellencies, distinguished

participants, in spite of these indications of the commitment of the Government of The Gambia to sustainable natural resources management, our interventions and initiatives did not overcome their sectoral boundaries and our efforts continued to be limited by institutional constraints, including policy and legislative inadequacies and ineffective implementation. The Gambia Environment Action Plan is Government's answer to these constraints. For us, the GEAP addresses the hitherto lack of a coherent national framework for integrating national programs by concerning itself with complex environmental issues that cut across sectors and provides the long-term vision and direction towards the goal of sustainable development. Thus, the GEAP is an integral part of the Programme for Sustainable Development. Environmental impact assessment procedures will now have to be fulfilled in the project appraisal and selection process. At the same time, because of Government's concern with not only the near- but with the medium- and long-term implications of natural resources management, demographic, income distribution, and alternative income-generating activities will be a constant consideration in policy decisions, as well as the subject of further policy studies. Already, the demographic picture for the next three decades has well taken shape. Given that the majority of the current population is under 15 and that 40 percent of this group are female, the total population will, in all probability, surpass two million before the year 2020. Alarming as this projection may sound due to the structural pressure it will exert on the resource base and on the economy, we are more concerned with its positive aspect as a vital input for policy and planning.

This revelation has made us further appreciate the value of information management and has strengthened our commitment to develop an environmental information system as an instrument for the increasing mastery of all variables that claim relevance and influence on natural resources and environmental policy

development. We believe this will, together with the implementation of the program-based budgeting (PBS) system in the relevant government ministries and the completion of the studies identified in the agriculture and natural resources policy agenda, provide us with a range of options to gradually build the necessary institutional capacity and also alleviate other constraints and bottlenecks that militate against the attainment of our policy objectives.

Mr. Chairman, Excellencies, distinguished participants, policy development without due regard to implementation capacity is a prescription for failure. This is why, within the context of the GEAP, we revisited the institutional set-up, redefined the relationship between line ministries, and established new coordination mechanisms. In particular, we have elevated the Environment Unit into an executive agency and placed it at the center of the machinery of government, and its mandate includes a catalytic role, facilitation, coordination, monitoring, and a policing function to ensure compliance with environmental standards. The horizontal and vertical coordination mechanisms we have initiated are necessary preconditions for integrated management, information sharing, access to resources, and joint planning to facilitate synchronization and sequencing of activities. We trust that this arrangement will diffuse conflict and unnecessitate the resort to muscle-flexing by the Environment Agency to ensure observance of environmental regulations.

The fact that these mechanisms include all levels of stakeholders such as government agencies, the NGO community, the private sector, and representative of the local communities indicate government's subscription to the concept of comanagement with emphasis on increasing implementation capacity at the grass-roots level. In spite of the experience we have gained in community management of natural resources in the forestry, livestock, water, and fisheries sectors, we are yet to find a model of community resource management that could be replicated throughout the natural resources sec-



tor. Indeed, we are not even convinced that it is necessary to identify a specific mode. In our view, we would rather remain pragmatic and be contented with operating through a collaborative partnership among actors based on the appropriate mix of expertise selected on the basis of comparative advantage.

Mr. Chairman, Excellencies, distinguished participants, we hope we have been able to underline in a general way our national experience in natural resources management and we have pointed out the direction of policy in the near future. I have no doubts that the level and versatility of expertise in The Gambian delegation to this conference will supply the details of our experience during the discussions that follow the formal presentations.

The Gambia has been known for its stable political system, and this has provided the right environment in which to experiment on new policies. We went through a period of structural adjustment with all its attendant unfavorable short-term social costs. We willingly ventured to undertake structural adjustment, as we were convinced that the long-term gains would far outweigh the plight of the adjustment process, even if the social effects of the process were not so generously cushioned by concessionary structural adjustment loans, direct grants, and balance of payment support. This national characteristic to cope with novel circumstances augurs well for our ability to manage the changes that accompany this transitional period of economic management. The system that emerged from our structural adjustment experience is a free-enterprise market economy, and government has not relented in its commitment to surrender to the private sector some of its ill-suited activities and to concentrate on creating an enabling environment. The natural resources sector has not been exempted from these reforms to rectify distortions in the economy and to allow the market to determine factor and commodity prices. This is one of the reasons why the ANR conditionality aimed at establishing the true economic value of natural resources—for ex-

ample, forestry and wildlife and revenue sharing—has been acceptable. Indeed, to the extent that USAID conditionalities are meant to improve market conditions for efficiency in natural resources management, they are in principle consistent with government policy. I therefore take this opportunity to reiterate our commitment to undertake the studies called for by this conditionality and to duly revise forest fees and royalties after a review of the relevant recommendations.

Mr. Chairman, your Excellencies, in spite of the common concerns we share with the USAID, we believe there is room to deepen our common understanding with a view to rendering USAID assistance more effective. The topical argument for aid to be more recipient-oriented and demand-driven is a genuine appeal to reform the aid process itself. Thus, we would like to make our modest contribution in this debate. In our view, this conference should consider ways and means of ensuring increased participation in projection design by representatives of recipient governments and the use of counterparting and local consultancies as instruments of indigenous capacity building and private sector development. We also sincerely feel that there is need to streamline the bureaucratic procedures involved in development assistance to expedite the delivery of services and to increase transparency and flexibility in order to foster mutual trust and uninhibited collaborative partnership.

Mr. Chairman, your Excellencies, distinguished participants, before concluding, I would like to thank the Government of the United States of America for the valuable assistance in the development of our natural resources and to once again welcome you to The Gambia. I also wish you fruitful deliberations and meaningful interactions. And on this note, I now have the pleasure and honor to declare the Conference on Natural Resources and Environmental Policy in Africa formally opened.

**Presentation:**  
**Tony Pryor, USAID/AFR/SD/PSGE**

This is a summary of USAID's environmental and natural resources management programming in Africa, including important trends and lessons learned, and an overall context for this conference.

We will focus on four subject areas: new directions, the scope of our programs, conditions for change, and building on success.

First, new directions. The objectives of USAID's Africa Bureau are both new and old. They are new in the sense they reflect the interests and the focuses of the new administration and the projects we will hear more about this morning. But they are related to programs that have evolved over the last five years.

A recent quote from Secretary of State Warren Christopher summarizes both the new and the old perceptions within USAID: "Africa's economic future is inseparable from its environmental future." In many respects, this summarizes the three focus points for the Africa Bureau's programs in Africa—sustainable agriculture, tropical forestry, and biodiversity. We will be discussing these on a subject-matter basis during the conference and will primarily focus on what it means to implement programs in those areas.

For instance, in the Majjia Valley, in Niger, issues are not easily divided into one subject or another, but require the integration of all issues—soil conservation in this instance, forage, and forest products. It is impossible to look at natural resources by isolating one element.

Second, while the Africa Bureau, over the course of the Development Fund for Africa (DFA), has focused on these three areas, we have increasingly been evolving a program of incorporating environmental issues into everything we do—more than simply environmental regulations, but also incorporating the philosophy of sustainability into our programming.

In addition, there are issues of relevance to the global commons and to the international

community that directly affect sustainability of African development. For instance, we are active in identifying and supporting activities related to the conservation of elephant habitats but primarily as they relate to, and are evidently affected by, human development and sustainability.

The Africa Bureau is supportive of the African countries' activities within the treaty on global climate change, in particular as they relate to the impacts of climate change on sustainability of development strategies. The Gambia is one of the primary examples of where long-term planning of the impact of climate change is very important.

We design and implement our programs within the context of the Development Fund for Africa. The DFA has two major aspects to it which are directly related to the overall approach of the new directions for USAID. The goal of the Development Fund for Africa is broad-based and sustainable economic growth, which is very much the same as the overall goals and objectives of USAID Agency-wide. Second, the primary charge of the Development Fund for Africa is the focus on impact.

The reason why these two statements are so important is that when the Africa Bureau develops programs in natural resources and the environment, we are forced to deal with the long time frame built within those subjects, and therefore most of the programs represented here have come to focus on conditions—those conditions that lead to long-term change.

When we talk about conditions, we talk about such things as the availability of technology, forest codes and natural resource tenure, credit market access, incentive pricing, community participation, and many more.

Going from those theoretical statements to the reality of programs in Africa, it is sometimes misleading to talk about the overall concepts without realizing that USAID is a major donor in this area. The countries that have programs larger than \$5 million in the life of the project in natural resources or environment in-

clude Botswana, the Gambia, Ghana, Guinea, Kenya, Lesotho, Madagascar, Mali, Namibia, Niger, Rwanda, Senegal, Uganda, Zambia and Zimbabwe.

Since the beginning of the DFA in 1987, when we first put an obligation of \$47 million in the first year, obligations annually have risen so that now, in aggregate, the Africa Bureau has obligated approximately \$311 million to natural resources and the environment, and most of that money is represented in this room, in terms of your programs.

About 60 to 65 percent of all those funds are directed toward trying to put in place the conditions that will lead to broader, longer term change beyond the life of the USAID programs.

Now we will look at a few examples of the types of conditions that people are supporting and funding and the types of issues that we will be discussing throughout this conference.

*Technology.* Here we mean a variety of things, not just mechanical technology, but intellectual knowledge. It includes practices, approaches, new techniques for dealing with buffer zone management, and new seed varieties. The programs deal with technology adaptation and are obviously quite different in many of their approaches.

*Forest codes and natural resource tenure* is a key condition and one that will be discussed in more detail later on in this conference. This condition varies tremendously by ecosystem, political economy, and a variety of other factors throughout the continent. However, there are some key elements that are the same throughout. For instance, the ability to empower people to make choices on how resources are used and allocated leads to better decisions for the national economy, for society, and for the farmer in question. The tenure/forest code issue, is an extraordinarily complex element. Benefits that arise to individuals through forest code/tenure reform may not have a social benefit in the larger context.

*Credit market access.* One key aspect of credit market access noted here is the concept

that simply having technology by itself is not sufficient. The farmer, the user, the herder must have the ability to use and embody technology and make changes. For instance, in Mali, gully plugs are linked to credit for oxen and carts to carry rocks. Providing credit by itself and assuming people know how to get the credit, and know how they can use the technologies, is not sufficient either.

*Incentive pricing* includes a variety of issues related to reorganizing, restructuring, deregulating, and other aspects of pricing and fiscal policy. I believe that the program here in The Gambia is a fine example of a variety of different ways of addressing these issues.

Lastly, *community participation*. Empowering people and communities to deal with decisions is central; our whole strategy is people-centered, the users of the resource base, rather than national policies dictating downward. Unless people are empowered, unless people decide to make decisions for their own benefit, all the money in the world, all the governments in the world, cannot lead to sustainability. This is true everywhere, in the United States, and throughout all of Africa.

An example of this is that the Environmental Action Plan in The Gambia recognizes very much the importance of nongovernmental organizations (NGOs), not just in terms of needs connected with villages in a hierarchical sense, but also very much in terms of the connections between actions and policies.

Now what can we do, how do we build on the success and also the lessons learned from these activities?

A brief summary of where we are right now: I would like to make one note—what is key about the timing of this conference is that we are right in the middle of the implementation of many of your programs. Some have evolved into a second phase; some are just beginning to put people in place. Essentially, USAID is in the process of implementing a new phase of complex, very comprehensive programs.

We believe, in general, that this is being done in an environment of progress, that there are some very positive signs in Africa in terms of liberalization of political systems and liberalization of economic systems. We believe the time is right precisely for your types of programs.

We believe the Development Fund for Africa, the new responses and approaches of the new USAID, very much support your programs and the types of activities that will take advantage of the new Africa. It also allows us to focus on programming for the long term; one of the reasons for this is the emphasis on national

strategies and long-term views, rather than a project-by-project approach, which has tended to be the norm up to now.

The charge for this conference is as follows: to capture the experience from your programs; to identify problems not just in the theory and not just in the concepts, but in the reality of implementation, and finally, to develop solutions.

We hope by the end of the conference we will be able to do this, to not only improve your programs, but also assist USAID/Washington and others in defining better strategies.

## 2. Whither USAID?

Glenn Prickett, Senior Environmental Advisor in the USAID Bureau for Policy and Program Coordination / Office of Strategic Planning (PPC/SP), welcomed USAID staff and collaborators in the Environment and Natural Resources Sector in Africa on behalf of USAID Administrator J. Brian Atwood. His opening remarks stressed the importance that the Clinton administration placed on the environment and on Africa. The timing of the Conference was deemed especially opportune as the Agency was just completing, and developing an implementation plan for, its new Environmental Strategy, and as the reorganization of USAID was becoming clarified.

Twig Johnson, Director of the Office of Environment and Natural Resources of the Bureau for Global Affairs, Field Programs, and Research (G/ENR), spoke on the global context within which natural resource programs in Africa would be managed in the future, referencing the Conventions on Biodiversity Conservation, Global Climate Change, and

Desertification. He also noted the competition for financial resources within USAID and the larger federal dollar. He concluded by discussing the need for the design and management of programs that are effective and efficient.

Curt Reinstma, Chief of the Division of Food, Agriculture, and Resources Analysis in the Office of Analysis, Research, and Technical Support (ARTS/FARA), welcomed participants on behalf of the Africa Bureau (AFR). He noted this gathering provided a great opportunity to learn, share, and document experiences among the participants. He congratulated those Missions that were able to assemble full country teams consisting of direct hires (DHs), personal services contractors (PSCs), and Foreign Service nationals (FSNs) from USAID Missions, technical advisors, host government officials, and representatives of nongovernmental organizations. He was pleased to note the participation of headquarters staff, ARTS/FARA collaborators, and other donors to complete the family.

# 3. Major Themes / Working Group Assignments

## Participation and Governance

The Participation and Governance (P&G) working group defined governance, in its broadest sense, as the process of directing human behavior in ways a body deems desirable. Participation was defined as the public's involvement in this process. Participation should occur at all stages: planning, execution, and adjusting the activity over time among all levels: national (government, donors, universities), intermediate (regional, district), and local. Regarding natural resources management (NRM), the need for governance arises due to the creation of inchoate publics—sets of people affected by negative externalities (e.g., soil erosion, woodstock loss, pollution, etc.) of natural resources depletion. These inchoate publics can range in size from several families to humankind.

Members of the public may organize to resolve these environmental problems through collective action. Whether they mobilize or not is a function of:

1. perceived costs of inaction (severity of negative spillover),
2. perceived costs of taking action (transaction costs), and
3. potential benefits from externality abatement actions (spillover reductions and increased productivity of renewable natural resources).

Otherwise, appropriate action is the responsibility of institutions.

However, institutional analysis indicates a mismatch between scale of natural resources problems and the potential institutions avail-

able to handle them. In some cases, the problem may span an area larger than a single jurisdiction's authority. For example, a town located on a river cannot regulate the behavior of communities upstream. The quality of its water, nevertheless, is affected by the behavior of other towns sharing the river.

Conversely, the problem may be smaller than the size of the jurisdiction. Decision-making power is often centralized at the national level in developing nations. Given their limited resources, politics and economic power (clout and corruption) affect which problems are treated. Therefore, communities also experience a lack of appropriate institutions to address relevant natural resource problems.

### *Tools of Governance*

Tools that governments possess to channel human behavior in desirable ways and discourage unproductive behavior identified by the P&G working group included:

- authority to make, apply, and modify rules;
- authority to sanction rule violations;
- authority to resolve disputes arising from application of the rules; and
- ability to mobilize resources (labor, material, money) required for the governance and management of renewable natural resources and the provision of public services.

Another tool for facilitating good governance is the allotment of citizen authority to create new jurisdictions sized to the scale of particular problems.

## *Experience on Participation and Governance*

### Nongovernmental Organizations

The P&G working group agreed that participation in NRM should not replace government participation. Instead, nongovernmental organizations (NGOs) should be the link between government and local communities. Historically, however, donors have encountered difficulties with NGOs active in NRM. Examples of such difficulties have included:

- approaches used by NGOs are often “top down,”
- indigenous NGOs lack credibility,
- relationships between governments and NGOs are weak,
- NGOs do not necessarily represent the community, and
- the absorptive capacity of NGOs is limited.

### Resources

The P&G working group also discussed difficulties that donors have experienced in getting resources to local communities. USAID regulations concerning accountability and environmental regulations were cited as inhibiting the direct flow of resources to the local level. Likewise, it was determined that resources meant for community programs have often been used to build NGO capacity. The working group identified several concerns pertaining to resources:

1. need to identify alternative means of channeling resources (funds, technical assistance, training) to local communities;
2. need to identify mechanisms to ensure equity at the community level; and
3. need for adaptable approaches to project design, particularly lengthier project durations, to allow for fuller participation.

## **Institutions / Framework for Institutional Development**

Countries that have chosen the National Environmental Action Plan (NEAP) approach to environmental planning have included a component that has or will try to define an institutional framework for environmental and natural resources management at the national, subnational, and local levels. This is an extremely complex issue because “environment,” even with NRM as a priority, cuts across all sectors of the economy.

In most countries, documented experience is sketchy. However, there is consensus on several important emerging issues. These include:

- 1) *The location of environment management structure within the government organization.* Positioning of the agency responsible for environmental and natural resources management within a preexisting government structure is extremely important. To fulfill its mandate, the agency should not be attached to or within a sector or technical ministry that is or has the same technical level as all the others. It would prove difficult to play the role of coordinator, or arbitrator, or play a role in conflict resolution at an equivalent level.

Experience in several countries has been that the management structure has been attached to various ministries based more on political than functional decisions. Often there has been competition between ministries for control of environmental management because of projects and funds that are expected to increase due to high donor interest in environment and NRM.

- 2) *Stability.* To be an effective institution, stability is key. Experience indicates that shifting a government’s environmental agency from ministry to ministry as a political reward is counterproductive. The result has been inter-agency jealousies and operational problems.

This demonstrates that governments do not yet regard “environment” as a priority.

- 3) *Personnel.* Insufficient numbers of qualified personnel to staff national and subnational environmental institutions has been a serious constraint to their effectiveness. Capacity building through training, both short-term and long-term, or skill transfer has not been adequately addressed. A reason for this oversight is the increased recurrent costs, which most African countries have difficulty sustaining, associated with creating an institution within the current government structure.
- 4) *Sustainability.* Sustainability of environmental institutions that, without exception, are financed under foreign aid is a serious concern. Currently, practically all recurrent costs of institutions in place are financed through aid projects. No steps have been taken to ensure the financial sustainability of the new environmental management agencies forming in multiple African nations.
- 5) *Linkages.* Linkages among national, subnational, and local levels are often weak or nonexistent. If each level assuming responsibilities for environmental and natural resources management does not understand or share common goals, the outcome or success of action is compromised.
- 6) *Feedback.* Few mechanisms whereby feedback from local to national levels is institutionalized have been established as part of projects. Thus, national agencies risk working in a vacuum.
- 7) *Conflicting objectives.* Often NRM objectives of the national, district, and village levels conflict.
- 8) *Viability of preexisting institutions.* Careful examination of preexisting institutions, particularly at the local level, is often not per-

formed to the extent necessary. Therefore, false assumptions concerning viability are made. Building new environment bureaucracies while donors and governments attempt to reduce government intervention and bureaucracy is not popular.

## *Recommendations*

### General

- To ensure stability of the structures within the government’s organization setup, it is important to involve government ministries at the technical and decision-making levels in the aspects of the NEAP planning process that aim to define the institutional and legal frameworks. The government should be aware of all possible organizational options and, particularly, the advantages and disadvantages of each option. Experience has shown that the Environmental Coordinating and Management Structure (ECMS) is best located in a powerful nonsectoral environment (i.e., prime minister or president’s office, or Ministry of Planning).
- Authority and responsibilities of an ECMS should be supported by appropriate legislation to ensure stability and continuity.
- Environmental and NRM awareness and understanding should be nurtured among all decision makers, continually throughout the planning and implementation of projects and programs.
- USAID and other donors should be more flexible in tailoring their administrative requirements to national procedures to avoid “unnecessary” increases in the administrative load on national institutions.
- Institution and capacity building are lengthy processes. Donors should allocate adequate financing for this purpose.



### Financial Sustainability

- Government financial contribution for investment and recurrent costs for ECMS should be ensured from the beginning.
- Long-term incremental commitment of funds from government budgetary resources should be obtained.
- Programs for obtaining fees from environmental management tasks—e.g., fees for environmental impact assessments, ecotourism receipts, fees and penalties, etc.—should be explored.
- To ensure that line ministries take full responsibility for the environmental issues that concern their respective sectors, and that ECMS remains a lean but effective organization, ECMS should avoid execution of activities that can be executed by the line ministries. ECMS's mandate should be limited to projects or programs and should be restricted to essential cross-sectoral activities.

### Human Resources for ECMS Sustainability

- Targeted education and training programs are needed in both technical and management/administrative skill areas, especially short-term training to incorporate environmental skills with existing technical skills.
- Systems need be defined for promotion within the bureaucratic structure, particularly an adequate career development program to help maintain incentives.
- Targeted short-term technical assistance inputs should not replace the “permanent” functions of the units' personnel.
- Investments in structure and efficiency of existing administrative systems should be

promoted (i.e., the institutional environment within which the ECMS will be developed).

- Technical assistance capacity for effective transfer of skills to national institutions also should be promoted, rather than the technical assistance needed to complete a job and then depart.

### **National and Local Planning**

Two concurrent workshops discussed the major issues surrounding national and local planning. What follows is a summary of the major conclusions and recommendations from both groups. For all except the last item, participants believed it desirable to identify the actors that should have responsibility for implementing the recommendations.

1. *USAID and other donor organizations* should facilitate continuing and effective communication among countries involved with the development and implementation of national environmental management strategies, including National Environmental Action Plans (NEAPs).

Participants suggested many ways in which USAID could achieve this objective:

- Expanded use of electronic mail offers one potential way.
- Several participants suggested the desirability of supporting travel within Africa of Africans. These Africans would thus have an opportunity to observe what their neighbors are doing in regard to planning and to benefit from these experiences. To make such visits particularly useful, the participants suggested that representatives of local communities be allowed to participate, rather than just a select few national leaders or policymakers.

- To the extent possible, donors or others should work to establish an information center at the African Development Bank, and this center should focus as much on the collection of relevant information as it does on its dissemination. One means of dissemination could include regional workshops, perhaps organized under the auspices of the African Environmental Group.
- Several participants called for a comparative study of the lessons and experiences learned in regard to environmental planning in Africa. Having made this recommendation, some people noted that IUCN–The World Conservation Union was already involved in a similar activity.
- Most of the participants were keenly interested in having another international conference on the management of natural resources, perhaps in three years.

More generally, there was considerable sentiment that some donors impose planning approaches that are unsuitable and, therefore, do not produce desired outcomes. To address this concern, the participants asserted that donors should respect indigenous planning approaches and not let their agencies drive the processes surrounding the development of NEAPs. Once such plans are developed, the participants felt that donors should evaluate the NEAPs in terms of their likely or potential effectiveness before imposing conditions associated with the provision of financial or technical assistance.

2. *Local and national governments* should ensure that public participation in the development of environmental plans or strategies should be broad-based, to include all appropriate stakeholders as well as representatives of the private sector and of local and international nongovernmental organizations. While public participation is often time consuming, everyone agreed that its benefits far outweigh its costs. To achieve

participation that is effective and meaningful, these governments should recognize that effort is required; meaningful participation rarely occurs when government do little to encourage it. Once participation begins, the participants felt that governments also have an obligation to: (a) create and develop a true sense of ownership of the process among the participants, and (b) share control over decisions about how natural and environmental resources will be used. There was overwhelming agreement that, in developing this sense of ownership, governmental efforts should reflect the importance of the key role of women in agriculture and the management of natural and environmental resources.

Merely stating that participation is desired is rarely likely to be effective, at least according to several of the workshop members. Consequently, they believe that governments should consider the need to introduce policy reforms to allow or encourage participation. Such reforms might include short-term small grants, decentralization of decision-making authority, and devolution of the benefits of effective environmental management. Likewise, for participation to be effective, governments should ensure that all participants have adequate information about resource management and the potential implications of different approaches to resource management.

3. To improve the prospects for successful implementation of national environmental plans, including NEAPS, *governments* need to ensure that planning and implementation occur in a proper institutional setting. At a minimum, this means that governments should avoid reliance a unisectoral approach to planning and, equally important, move responsibility for planning efforts to the highest political and policy-making levels. Even when responsibility is placed at these levels, success is likely to occur only when planners can depend on political will and commitment. The single best indicator of such a commitment is a government's willingness to allocate appropriate funding, not only for plan-

ning but for implementation as well. Regardless of donors' potential willingness to provide assistance to support planning efforts, many of the workshop participants believed that these donors should not be expected to bear the full costs of the efforts.

A further requirement for effective planning and implementation includes capacity building at all levels of government. Once capacity is enhanced, line ministries should find that they are required to review all their policies and programs to ensure compatibility with the newly developed management plans. As an illustration, these ministries should be expected to allocate revenues in accordance with the plans' goals. Not only will this foster effective implementation, but it will also advance the state of policy makers' knowledge about environmental issues, which is often perceived to be inadequate. To provide an overall "economic" picture of how well a country is doing in the management of its natural and environmental resources, several participants encouraged the use of natural resource accounting systems that incorporate environmental considerations into measures of economic growth.

Although African governments are primarily responsible for the tasks noted above, the participants urged that donors and international development institutions, notably the World Bank and the International Monetary Fund, recognize that the strengthening of governments' environmental capabilities is often incompatible with demands or expectations that governments reduce the size of their work forces. Thus, these development institutions should make a distinction between bureaucracies that are bloated and inefficient and those that are understaffed but overwhelmed with new environmentally related responsibilities.

4. *Local, national, and international nongovernmental organizations* are widely viewed as effective potential participants in all aspects of environmental planning. To reach their full potential, however, these organizations should

consider: (a) the sponsorship of regional workshops to discuss lessons learned; (b) the addition of capacity building to their agendas; (c) increasing the amount of information that they provide on environmental issues; and (d) increasing the dissemination of information on local and national planning through existing newsletters.

5. Finally, the participants urged that *integrated conservation development plans (ICDPs)* be used as a tool to improve standards of living through the management of natural resources while preserving the interests of future generations. To ensure the success of ICDPs, it is important to ensure effective participation by stakeholders and that these stakeholders find themselves as beneficiaries of their efforts to protect proximate environmental resources.

However attractive ICDPs may be, there is still much to learn about them. For example, some participants suggested that the costs of administering the plans are often higher than originally anticipated and that desired outcomes are unlikely until at least several years after effective implementation has begun.

## **Natural Resources Management Technologies**

The NRM technologies definition among the three working groups discussing this subject focused on "the combination of approaches, methods, techniques, tools, and policies available to the resource manager to manage the land resource and the people impacting on and being impacted by land management decisions."

Workgroup participants recognized that the following are included in a set of enabling conditions necessary for successful adoption of NRM technologies:

- Policies in place, with defined authority;
- Right commodity prices, from producer to consumer;

- Technical support;
- Social acceptance;
- Cultural acceptance and flexibility to local conditions;
- Appropriate research, including an extension / research bridge;
- Human resources available and informed;
- Information flow / exchange;
- Institutional capabilities;
- Demand driven situation; and
- Transparency in process.

One partitioning of technologies discussed was biophysical and social technologies. Social science techniques included such approaches as: (1) information gathering using rapid rural appraisal (RRA) and participatory rural appraisal (PRA); (2) use of indigenous knowledge systems; (3) farmer-based targeting, at proper scale; (4) improved information exchange using computers and telecommunications; and (5) increased understanding of formal and informal education and training.

Biophysical technologies or techniques include such approaches as: (1) agroforestry, in broadest sense, such as agrosilvopastoralism and estate crops; (2) extractive industries and secondary products; (3) integrated watershed management; (4) controlled/uncontrolled burning; (5) household and small industry food harvesting, processing and storage; (6) fisheries technologies ranging from aquaculture to fresh and salt water capture fisheries; (7) agricultural technologies including estate crops, nontraditional crops, livestock and germ plasm conservation; (8) mining industry extraction and processing choices; (9) infrastructure establishment (roads, plantations, water sources) including the use of food aid; and (10) environmental mitigation techniques of the above.

Finally, the participants recognized that policy choices, the conditions under which technologies were implemented, provided a number of approaches each of which dictates a choice of technologies. The following are examples: (1) institutional choices such as a focus on grass

roots organizations; (2) the decision-making processes chosen from identification, design, implementation and evaluation; (3) value systems of stakeholders such as conservation vs. preservation and rent for opportunities foregone; (4) tenure (land and resources) and resource use rights and obligations; (5) pricing and marketing; (6) domestic and international trade; and (7) resource degradation prevention strategies.

Participants also observed that technologies are available to facilitate the various stages associated with interventions and improve effectiveness. Technologies for planning might include: participatory rural appraisal/rapid rural appraisal; GIS/Remote Sensing/Modeling; diagnosis and design approaches of the International Council for Research on Agroforestry; and land use planning at various scales.

Technologies more appropriate for the implementation phase might include: common property or community resource management mechanisms; empowerment of local population through education and training, awareness building, community agreements and community meetings; incentive and financial systems such as subsidies, revenue sharing, government bonds, cost recovery, environment funds, debt swaps, tax incentives, and access to credit; and policy and regulatory reform including land, tree, and resource tenure, forest codes reform and translation, and new ways to monitor policy reform.

Technologies for monitoring and evaluation include some of the above, and the dissemination of knowledge gained appropriate for the audience, flexibility as a tool (i.e., project flexibility to change direction when needed), and common / standard information systems.

## Recommendations

### *Biophysical Technologies*

- USAID should develop, test, monitor, disseminate, and evaluate technologies to pro-

mote sustainable development (based on a realistic assessment of applicability and relevance.)

- USAID should support the study and characterization of the natural resources environment and of the relationship between productive activities and natural resources use and impact.
- Project designs should incorporate relevance, sustainability, and institutional capacity factors in the application of specific biophysical technologies.

### *Policy Technologies*

- USAID should better study the effects of policies in remote and rural areas, and the impacts of policy change need to be examined and evaluated, especially in places where the changes have already occurred. For example, impacts resulting from new forest codes in the Sahel countries need long-term study and evaluation.
- Policy development and implementation should be more bottom-up and participatory (i.e., not dictated by the nation government or donors). This implies that more time has to be allocated to include local participation in policy formulation.
- USAID should foster a policy dialogue which identifies local issues and develops a national context in which to apply international strategies.
- Policies should be realistic and relevant. This may imply the need for more pilot projects that can validate project assumptions and predict impacts associated with policy decisions.

### *Technology Dissemination*

- USAID should support research and dissemination of post-harvest technology, value-adding technology, indigenous practices (technologies) and alternative industries that allow people to make a living

while reducing pressure on primary production and natural resources.

- USAID should avoid subsidies of technologies, but when unavoidable, the Agency should recognize when subsidies are no longer needed and phase them out. Characterization studies of technology markets need to be carefully studied.
- Research is needed on both renewable and nonrenewable resources (wood, wildlife, water, plants, etc.) connected with multiple use zones related to protected areas. Considerations of how resources are assigned value are important. Local use of resources not marketed should be allowed more freely than resources with market values, which should be monitored more closely.

### *Information Technologies*

- USAID should encourage and support production of basic topographic maps where they do not exist at the appropriate scale. Maps are continually used and are continually in demand. Consider sustainability of long-term information systems.
- Promote formal and non-formal primary and adult environmental education. This may prove to be one of the most powerful and important information technologies available. Infusion of environmental themes into primary and secondary school curricula may be the best long-term investment in the future of Africa's natural resources.
- USAID should carefully consider and define the data layers, including baseline data, needed for effective NRM strategies. These include: spatial data; natural resources inventories; cultural and social characteristics; current NRM practices (production, processing, and marketing); environmental problems; and other layers implied by the NRM framework.
- Improve information structure. Specifically, mid-level management of information needs to be improved. The current emphasis is on

local and national management. Need to address district and regional level needs.

- Monitoring programs should be replicative

in other settings to permit comparisons, and based on more than one set of independent observations to ensure accuracy.

## 4. Concurrent Topical Sessions

### Impact Monitoring

After an introduction by Prof. Chuck Hutchinson (World Resources Institute / Natural Resources Information Consultative Group), presentations were given by:

- Ralph Kabwadza (Malawi Department of Research and Environmental Affairs), on the catchment instrumentation and monitoring in Malawi;
- Idrissi Samba (Environmental Advisor, REDSO/WCA) on community-based environmental monitoring in Niger; and
- Gray Tappan (U.S. Geological Survey) on the use of ground information, airborne video, and multirate satellite data for environmental monitoring and planning in Senegal.

Samba emphasized four points: the need to start monitoring before project inception; the need to take advantage of local resources; the need to ensure participation; and the need to use appropriate indicators of environmental change (e.g., manioc tubers as indicators of soil salinity).

Also commenting during this topical session were Andrew Stancioff (chief of party, Hughes/STX, AGRHYMET Regional Center), who described AGRHYMET's environmental monitoring and famine early warning activities; Dr. Glenn Rogers (Program Economist, REDSO/WCA), who highlighted how environmental, economic, and health indicators can be used to quantitatively assess project and program impacts; and Steve Romanoff (World Resources Institute / Policy Consultative Group), who summarized the results and lessons learned from the session.

### Forest Code and Tenure Reform

After being introduced by session chairman Bob Hall (Forestry Support Program, University of Arizona), panelists Abdoulaye Dagamaissa (USAID/Mali), Mark Marquardt (Land Tenure Center/Uganda), and Jamie Thomson (ARD, Inc., Decentralization Project) described some of USAID's experience in tenure and forestry code reforms. Dagamaissa explained USAID's current work on the design of the Mali Forestry Sector Reform Project, which aims to support restructuring of the Forest Service and reform of the Forestry Code. Marquardt related Uganda's experience since tenure reform began in 1983 as part of discussions between the World Bank and the Government of Uganda concerning rehabilitation of the agriculture sector. Thomson offered an overview of forest code and tenure reform issues, noting the linkages between democracy, participation, redistribution of power and control on the use of power, and land tenure reforms. He stressed the importance of recognizing and building on existing social capital, recognizing that local users do govern and manage resources, even when they are not "scarce."

In these presentations and the discussion that followed, session participants noted that the past decade has seen a switch from viewing forest codes as a positive mechanism for controlling natural resources to viewing them as a problem. Instead, it is now understood that land tenure is a system that must evolve. It is important that the whole range of laws that affect forests—e.g., financial and tenure laws as well as forest codes.

Participants also noted the importance of not focusing only on high-level forestry offi-

cials. Local-level forest agents are likely to need retraining. In addition, citizens must be given recourses, or training foresters will not lead to change.

## **Integration of Conservation and Development**

The issues and constraint associated with the integration of conservation and development objectives was the theme of a topical session with presentations by Kate Newman of the Biodiversity Support Program; Amy Vedder of the NYZS Wildlife Conservation Society; Nick Weiner, technical advisor to the Botswana Natural Resources Management Project; and Peter Trenchert, technical advisor to the Uganda Action Program for the Environment.

Discussion tracked the evolution of conservation and development perspectives over the last 30 years. Speakers identified the need to recognize some inherent conflicts between objectives in scale, time and space, and the time necessary to affect and measure impact and the inability, except on a landscape approach with a community of institutions, to develop a single approach to address multiple goals.

Highlighted were the differences between field-level experience and application and global generalizations now being made. “Whose ideas, ideals, and objectives being designed and implemented through the participation of which groups?” was a question addressed to the group by Nick Weiner. Speakers noted a need for a reexamination of the structure used to achieve purposes and to be alert to problems of slipping into jargon and euphemisms. Problems of episodic and discontinuous timing of donor funding were felt to be a common. Strengths and limitations of grassroot and service/advocacy nongovernmental organizations were debated. A problem noted for the community was that many of the stakeholders were marginalized and vulnerable groups often times were outside the cash economy.

Development aspects of proposed activities need to be as or more rigorous than similar activities disconnected from protected areas as the risk of failure is multiple. Speakers from southern Africa cited the positive experience in Zimbabwe on working through existing elected institutions rather than ad hoc groups and self-appointed leaders.

## **Economic Analysis of Natural Resources Management**

Approximately 30 conference participants participated in a session to discuss economic issues in NRM. Glenn Marie Lange (Institute for Economic Analysis) gave a presentation on environmental income accounts. She explained the reasons for which traditional income accounts failed to capture the true costs of resource depletion. She then proceeded to a detailed explanation of environmental income accounts and how they differ from traditional ones. She illustrated her explanation by using brief case examples from the Philippines and Indonesia. Finally, her presentation included a detailed analysis of methodological uncertainties and issues in the application of environmental income accounts, concluding with a cautiously optimistic assessment of the potential for using this framework to improve decision making for environmental and development planning.

Rod Kite (USAID/AFR/ARTS/EA) gave a presentation on project analysis tools, with particular focus on investment appraisal techniques, such as benefit-cost analysis (including net present value and internal rate-of-return calculations) and analytical variations on the benefit-cost theme—break-even analysis, least-cost analysis, etc.—which may provide more flexible alternatives when data or other limitations to the application of traditional techniques exist.

Asif Shaikh (International Resources Group) served as a discussant and commentator, with



remarks on the relationship between resource-user incentives and decision making that affects resource sustainability. The comments stressed the facts that:

- natural resource outcomes depend on land use and income decisions made by thousands of decentralized resource users acting in their own perceived self-interest;
- the solutions that are likely to have the greatest widespread impact are those that make it in people's self-interest to sustain resources; and
- the public policy question is not a matter of what people should or should not do, but rather of what determines decision making and behavior, and how to make resource-sustaining decisions more attractive across the board.

Economic analysis, therefore, should not be seen as an attempt to "impose" economic criteria on environmental objectives. Rather, it should be viewed as a means of understanding a very important dimension of why and how people make land use choices and of understanding how to have the maximum positive impact on those decisions.

### **Institutional Structures and National Planning**

Panelists Albert Greve (World Bank), Derek Brinkerhoff (Implementing Policy Change Project), and Clement Dorm-Azoubu (WRI Network for Environmentally Sustainable Development in Africa, Côte d'Ivoire) led off this session by speaking on attempts to develop and/or improve institutional structures for National Planning. After they concluded, session participants discuss whether it is possible to generalize about the best strategy to follow for coordination. The general conclusion was that no "cookie cutter" approach (e.g., locating a planning unit at the presidential level) can be

recommended, because each country is different.

Participants noted steps taken by various African governments and organizations, as well as donors, to improve national planning. For example: In Ghana, the coordination role of the Environmental Council established by the previous national government has led to the creation of a Ministry of the Environment. In Ghana, USAID funded a biodiversity strategy; the United Nations Sudano-Sahelian Office (UNSO), an antidesertification strategy, and IUCN-The World Conservation Union, a conservation strategy. When it was time for Ghana to prepare a National Environmental Action Plan (NEAP), it was built on the information learned from these earlier initiatives, rather than being built from the ground up. In Senegal, donors and Government ministries became attached to plans that they funded and/or prepared, then to their NEAP. Yet the Government of the Senegal later prepared a separate national environmental plan for the United Nations Conference on Environment and Development (UNCED).

Session participants also discussed continuing concerns related to development of institutional structures. Among the concerns noted by some individuals were the following:

- The World Bank carries out good studies, but can be inconsistent in implementing projects. For example, it promoted coffee production in Ethiopia at a time of declining world prices and inelastic demand.
- NEAPs should include the establishment of planning processes and systems to building consensus among stakeholders on a policy framework, rather than simply be lists of projects that are prepared to attract funding.
- As African countries prepared national plans for compliance with international conventions such as the Framework Convention on Climate Change and the Biodiversity Convention, it is important that these plans be developed in accord with the countries' NEAPs.

## NGO Capacity Building

The topical session on NGO capacity building began with a panel discussion in which Gilbert Arum (KENGO, Kenya), Lisa Gaylord (USAID/Madagascar), and Michael Brown (PVO-NGO/NRMS Project) each spoke of their particular experience vis-à-vis NGO capacity building. Their presentation sparked an energetic discussion, involving about 40 participants, of numerous important issues such as:

- The absorptive capacity of local NGOs;
- Difficulties of distinguishing in Africa between development and conservation NGOs;
- Seemingly limited perceptions by “donors” of what constitutes an NGO, and therefore of whom the donors are willing to work with;
- Long-term financial capabilities of NGOs;
- Distinctions among service, membership, and “quasi” NGOs; and
- The political necessity of showing short-term results, even though an NGO’s capacity building may itself take several years;

After noting and briefly discussing these issues, session participants noted several possible “Where do we go from here?” activities and approaches. A few of these suggestions were:

- Improved negotiation between donors, NGOs, and other stakeholders to develop a program of action;
- Recognition that none of the parties in the continuum from government, to NGOs, to local communities operates in a static system.
- Incorporation of “process” as a fundamen-

tal part of any program or project, including the development of indicators for process evaluation;

- Facilitation of new processes that are more African-based, rather than external;
- Adoption of adaptive approaches to management; and
- Action by USAID to ensure that its efforts do not undermine NGO capacities, including the structuring (or restructuring) of projects to tap into existing local capacities.

## Collection and Use of Information in NRM

By way of introduction, Mike McGahuey (USAID/AFR/ARTS/FARA) explained that data are needed for four distinct activities: midterm project redesign; reporting; research; and Assessment of Project Impact. Country presentations were then given by Bob Winterbottom (IRG COP, ASDG II, Niger), Rod Kite (previous economist, USAID/Senegal), Roy Hagen (TR&D COP, SAVEM, Madagascar), and Frank Turyatunga (Uganda Ministry of Natural Resources).

A clear message came from this session: USAID has generally paid lip service to the systematic collection and use of data. Because so few baseline data sets exist, it is becoming increasingly difficult, through the LOP (life of project), to measure change and hence impact. Yet the payoff can be great. The Landsat multispectral scanner (MSS)-derived land use maps produced by South Dakota State University in 1982–84 helped USAID/Senegal to develop and support a new NRM-based Country Program Strategic Plan (CPSP). In this case, the systematic use of high quality environmental data had an emphatic impact on decision making.

## 5. Technical Sessions

### Issues and Approaches

#### *Financial Sustainability of Public Sector Institutions*

Dr. Robert Hall (University of Arizona, Office of Arid Land Studies) led a discussion of the approach taken by natural resources management (NRM) programs funded by USAID in Africa in assisting African governments in managing financial responsibilities and achieving overall fiscal stability. Activities consist of general budgetary support as well as intrasectoral revenue generation. The first facet of their approach involves reducing costs, privatizing operations where possible, and developing political support to add stability. The second facet, intrasectoral revenue generation, focuses on taking advantage of all possible sources of income generation, streamlining systems to improve efficiency, analysis of incentive structures of system agents as well as users, review of training and management structures, and the assurance of enforcement and recourse channels. A third aspect of such activities, external or extrabudgetary financing, was not discussed at this session.

#### *Endowments and Sustainable Funding*

Paul Weatherly (Weatherly Environmental Consulting) and Spike Millington (USAID/Madagascar) cochaired the session on endowments and sustainable funding. Mr. Weatherly recounted the brief history of endowments in the environmental/natural resources field. Mr. Millington described the experience of setting up the Madagascar environmental foundation.

Because of declining development aid fund-

ing in Africa, endowments offer much needed help to African environmental programs. Assuring the sustainability of public sector and nonprofit private-sector institutions is of the highest priority, Mr. Weatherly noted, especially in the NRM and agricultural sectors. Speaking to Madagascar's experience to create endowed funding mechanisms, Mr. Millington suggested that USAID support local nongovernmental organizations (NGOs) that do not currently have the budgetary resources to implement plans called for by National Environmental Action Plans (NEAPs). He cited the Africa Bureau's current Sustainable Financing Initiative as an example of the type of support that is needed.

Discussion raised questions concerning the effects of endowing institutions: Would they complement or undercut established government operations? Are donors (USAID included) prepared for true local control of foreign aid money? And is leveraging sources of funding a realistic possibility?

#### *Equity in Participation and Benefits*

This session on equity in participation and benefits was chaired by Jennifer Green (WRI). The two panelists were Mary Picard (AFR/ONI/WID) and Linda Lind (VOCA). Issues of equity—given gender, ethnic, racial, income, age, and class differentiations—are germane to all stages of developing environmental programs or NRM projects—i.e., in planning, implementation, monitoring, and evaluation. The object of this discussion was an exchange on the strategies being used in the field to address (overcome) equity issues in projects, programs, and policy formulation. Added to this was the ques-

tion of how these considerations affected strategic objective goals. In the end, the concerns of the group did not come to rest on strategies—as most of them were not engaged in project implementation—but, more broadly, on the problems, the concepts, and research gaps.

The formidable constraints that women, in particular, face were raised. It is often difficult to know which constraints should be targeted or how to rank them, be it access to credit, legal rights to land, access to extension services, or more pervasive forces, such as poverty and patriarchy. But then recognizing the magnitude of the problem should also compel us to take note of and understand ways in which African women are reacting to and coping with multiple constraints, external and cultural, that impinge on their ability to sustain the environment and their livelihoods.

Clarification of the concepts used by gender specialists helped to differentiate between the old (WID) and the new (gender) approaches. An attempt was also made to explain the centrality of gender analysis to achieving project- and program-level goals as well as the rationale for a relational (men and women) perspective, rather than a women-only focus, on agricultural practices in view of the dynamic social relations of production across a landscape of diverse cultural and environmental contexts. Research areas being considered include the impacts on men and women of policies in land reform or land tenure, and case studies that will investigate interventions successful in, essentially, increasing women's control over and management of resources towards the good of their livelihoods, their families, and the environment.

#### *Network for Environment and Sustainable Development in Africa*

Professor Abdoulaye Sawadogo described the charter mission of the Network for Environment and Sustainable Development in Africa (NESDA) as one that links African environ-

mental expertise to national and regional environmental issues throughout Africa. Citing the growing need to reverse the pervasive trends of ecological decline and growing pauperism while, at the same time, promoting sustainable development, Prof. Sawadogo explained NESDA's threefold agenda as the challenge for all of Africa: (1) to strengthen African countries' capacity to develop and implement sustainable management programs; (2) to facilitate analysis of policies and external reviews of environmental "green plans"; and (3) to improve technical cooperation among African countries. NESDA pursues these goals by relying on experience in the environmental and natural resources sector. NESDA's ultimate objective is to help turn good intentions into real projects that lead to sustainable development.

#### *International Conventions and Sustainable Development*

This session on international convention and sustainable development was chaired by Loren B. Ford (Global Climate Advisor, USAID/G/ENR). The five panelists leading the discussion were Sandy Guill (GCC Country Studies Team), Kate Newman (Biodiversity Support Program), Gilbert Arum (Kenya Energy Non-Governmental Organization [KENGO] Association), Frank Turyatunga (Uganda Ministry of Natural Resources), and Paul Weatherly (EPAT). Panel topics included: (1) Framework Convention on Climate Change and the U.S. Country Studies Program; (2) The Biodiversity Convention; (3) Climate Change and Biodiversity Analysis in Uganda's NEAP; and (4) Global Environment Facility Funding of Climate Change and Biodiversity Interventions. Recommendations for improving the relationship between developing and developed nations focused on how USAID could raise the level of involvement played by African counterparts.

The need to secure the intellectual property rights related to biodiversity was also highlighted. In particular, USAID/PPC Bureau

should develop guidelines for the security of these rights so that traditional users of plants and pharmaceuticals are not disenfranchised. The Desertification Convention was also cited as a model for environmental policy development because it involved local planners, NGOs, and disadvantaged groups in the negotiating process. The general tone of much of the conversation indicated a need for USAID to assist host countries in developing the capacity to meet international convention commitments.

### *Population / Environment Nexus*

In this slide show presentation, Asif Shaikh (WRI Policy Consultative Group) discussed the challenges that development strategists face in light of three major structural forces affecting Sahelian nations:

1. population growth (from 45 million people currently to between 95 and 115 million by 2025);
2. urbanization (from 5 percent in 1950 to a projected 50 percent by 2025); and
3. the increasing demands placed upon diminishing natural resources.

Shaikh stressed that these trends will guide the changing social and economic structure for the next 30 years. For their part, donor agencies must recognize these forces and pursue policies that incorporate them into project goals. Policies that do not account for these long-term trends, Shaikh warned, will not only fail, but will probably do so at the expense of the environment.

Shaikh cited several structural transitions that donors must support: subsistence farming must become investment (production) agriculture; self-sufficiency must evolve into commercial exchange; and extensive land use will require improved management and production strategies. By reforming the agricultural sector in these ways, Shaikh sees the potential for strengthening economic infrastructure, diversi-

fying investment options, and ultimately increasing urban employment. The key here is for agricultural and environmental agendas to lead to opportunities in nonagricultural enterprises. By fostering programs which lead to economic diversification in the long term, Sahelian nations can effectively adjust to the fundamental changes taking place.

### **Tools and Techniques**

#### *Analysis of Large-Scale Databases Using ArcView for Windows*

Traditionally, viewing and manipulating digital maps has required access to a geographic information system (GIS) and several months' training. ArcView for Windows (Environmental Systems Research Institute Inc., Redlands, California) allows users with minimal GIS experience to view, query, and print out any GIS file in Arc/Info format (the industry-standard file format). Désiré Nadaud (Centre de Cartographie et de Télédétection/DCGTx, Abidjan), Frank Turyatunga (National Environmental Information Center, Kampala), and Ralph Kabwaza (Department of Research and Environmental Affairs, Lilongwe) showed how ArcView can be used to display, customize, and query road and forest maps for Côte d'Ivoire, a digital atlas for the Rakai District in Uganda, and USAID's Famine Early Warning Systems database for Malawi.

This capacity has a number of developmental implications: data sets can be shared between any user equipped with a personal computer running Windows and ArcView, data problems and accuracy can be quickly assessed, and maps and statistical reports can be easily generated. ArcView 2.0, due for release in August 1994, will be a significant upgrade, with improvements including on-screen point, line, and polygon editing; integrated business graphics; database joining; and much-improved cartographic layout and output. Being a vector-

based system, ArcView complements Idrisi (Clark University, Worcester, Massachusetts), the most popular raster-based GIS.

#### *Use of Global Positioning System for Surveying and Mapping*

A hand-held global positioning system (GPS) gives latitude, longitude, and elevation on the Earth's surface to within 100 meters. In the absence of accurate base maps (only about 25 percent of Africa is mapped at 1:50,000 or better), GPS provides a low-cost way to locate villages, road intersections, springs, lakes, and other natural and human-made phenomena. This information may be needed for a range of applications (e.g., intermittent phenomena, locating wildlife and other transient phenomena). Jake Brunner (World Resources Institute) showed how to operate a GPS and discussed some of the operational problems (e.g., poor reception in forested areas, downloading the data to a personal computer).

#### *Sahel-Wide Database Management (AGRHYMET)*

The AGRHYMET Regional Center (ARC) in Niamey, Niger, is a 25-year-old environmental monitoring center that, in collaboration with the National AGRHYMET Centers in each of the nine CILSS countries in West Africa, provides governments, NGOs, donors, research centers, and other organizations with information on agroclimatic conditions in support of improved crop forecasting and natural resource management. The ARC makes extensive use of GIS to turn raw agroclimatic and other environmental data into useful information. Andrew Stancioff (USAID and World Meteorological Organization consultant and U.S. team leader at the ARC) demonstrated a range of statistical and map products generated through the ARC. The ARC receives support from the USAID Africa Bureau's Office of Sahel and West African Affairs (AFR/SWA) through the Sahel

Water and Data Management (SWDM) Project. SWDM III, due to start in July 1994, will give the ARC a strong outreach and communications capacity that is intended to promote the data and services of the ARC, develop new applications, and provide technical assistance to GIS activities throughout the region.

#### *Increasing the Use and Impact of Field Knowledge*

A special session was held on the use of large-scale socioeconomic and biophysical information for improved NRM project design and impact assessment. This meeting was attended by participants from USAID/W, the WRI Natural Resources Information Consultative Group (NRICG), and USDA Forest Service staff, as well as by Mission and project staff from Guinea, Malawi, Niger, REDSO/WCA, and Uganda. Steve Romanoff (WRI Policy Consultative Group) introduced and distributed a background paper on the costs and benefits of data collection and analysis for more effective NRM project implementation and policy reform.

Based on this session, the NRICG, in collaboration with mission and project staff, may use Guinea as a case study for demonstrating how the mapping and analysis of local-level socioeconomic and biophysical data can support the design and targeting of project and policy reform interventions.

#### *Risk and Hypothesis Testing*

An informal session was held to evaluate the need for flexible design and implementation modalities by USAID that would permit ongoing analysis of the underlying assumptions driving most NRM programs. Most participants felt that most NRM programs are highly experimental, long-term efforts, which should be in a position to test approaches and learn from failures. While the NRM Analytic Framework allowed for such an approach in principle, it was felt that the way USAID normally designs its

projects worked against such innovation.

The group discussed such options as performance-based contracts, rolling design and implementation, and other options. Examples from the Sustainable Approaches to Viable Environmental Management (SAVEM) Project in Madagascar and the Action Program for the Environment (APE) in Uganda were used to illustrate how hypothesis testing can be built into programs, as well as some of the difficulties faced given present design and implementation options under USAID.

## **USAID Issues**

### *Nonproject Assistance and Conditionalities*

The NRM sector makes extensive use of nonproject assistance (NPA) and conditionalities; a substantial amount of all NRM funding in Africa is directly related to conditionalities. In general, these components are integrated into comprehensive programs including private voluntary organization (PVO) grants, technical assistance, and policy reforms linked to NEAPs. NPA conditionalities therefore tend to include a wide range of issues, including institutional and legal changes as well as changes in economic incentives.

The group discussed the degree to which the NRM Analytic Framework has been a useful approach for identifying conditions and related conditionalities. The primary emphasis of the meeting was to present problems and opportunities being encountered by Missions in designing and implementing conditionalities. Efforts in The Gambia, Uganda, Niger, and Madagascar were discussed. It was felt that conditionalities could be very important components of larger NRM programs, but the amount of ongoing effort needed to design and negotiate them should not be underestimated.

There was also considerable discussion over the different uses of local currency funds related to the conditionality effort, from the ac-

tive programming of generated funds in the case of Uganda, through the reallocation of funds in a national endowment in Madagascar, to essentially no-involvement in local currency, as is the case in The Gambia.

### *Managing NGO Programs / PVO Umbrella Grants*

Discussion and debate in this session centered around the differences between project design “ideals” and the realities of implementation at the local level. Better management of NGOs, it was agreed, will require USAID to improve the way it relates to community-level actors. Along with broad issues concerning USAID’s modus operandi, participants recognized a need to foster NGO capability and accountability through accounting/auditing training.

As an alternative to highly structured training programs, a “decentralized” approach was discussed as means of empowering NGOs. It was argued that the cost of improving and maintaining accountability will be excessive. While allowing “a bit to slip between the cracks,” a decentralized approach would cost much less. The debate over decentralization versus top-heavy bureaucracy was also linked to the accessibility of funds. It was noted that \$2 million in nonproject assistance (NPA) can be given with relative ease, while a \$2,000 grant may get caught up in seemingly endless red-tape.

Returning the discussion back to USAID infrastructure, the session closed on the general consensus that various bureaus within USAID need to communicate better. Dialogue between field officers and the administration (including contracting) was discussed as a critical area where improvement can be made.

### *Local Currency and NRM Programs*

Bill Helin of USDA Forest Service, Office of International Forestry, lead discussion on the use of local currency in support of NRM pro-

grams in Africa. The generation of the local currency results from a wide variety of mechanisms, with the greatest experience under the PL 480 program, such as in Senegal, Madagascar, the Gambia, and Uganda. Other mechanisms noted were the blocked currency swap in Ghana, debt swap experience from Madagascar and elsewhere, and nonproject assistance (NPA) generations.

Tom Ray, Food for Peace Officer from Senegal, presented as a case study the experience in Senegal supplemented by his experience elsewhere in Africa.

Discussion noted that—although this has been an important and substantive source of revenue for natural resource programs—policy, rules, and procedures have not been well understood by the NRM community. Timing of resources to coincide with the delivery of other resources such as commodities, technical assistance, and dollar aid has in some cases been problematic. Another limitation has been that the programmatic need for the local currency generations could compromise the primary purpose of the program.

#### *Africa Bureau's Evolving Environmental Review / Procedures*

How does the Africa Bureau ensure environmentally sound project design and implementation? Recognizing that sustainable, broad-based economic growth depends on responsible stewardship of natural resources, one key approach is the Agency's response to its Environmental Procedures (Reg. 16), which require that every project designed or amended within USAID be reviewed in what is referred to as an Initial Environmental Examination (IEE). In recent years, the Africa Bureau has carried out between 50 to 70 of these annually. In its aggregate, this review process constitutes a major analytical effort; the analyses may be brief, or, as in quite a few cases, extensive, if a major revision, analysis, or assessment is required.

In addition to USAID's standard environmental procedures, the Africa Bureau has made a special effort to respond to the environmental provisions of the Development Fund for Africa (DFA). For example, recent amendments to the U.S. Foreign Assistance Act specifically require that institutional and policy reforms include provisions to protect long-term environmental interests from possible negative consequences of the reforms. While USAID is undertaking analyses of the kinds of policy reforms that are likely to affect the management of the environment in the long run, this challenge has led the Bureau to establish an innovative process called the Environmental Monitoring, Evaluation, and Mitigation Plan (EMEMP). EMEMPs build host-country capacity to identify and track indicators of environmental change and support Missions' need for systems to monitor the impact of programs. EMEMPs are intended to provide information to feed back into programs' implementation, leading to adaptive and mitigative measures, including training. The latter measures are the key distinguishing feature of EMEMPs from ordinary monitoring and evaluation processes. Since 1992, the Bureau's environmental officers (USAID/W and REDSOs) have identified the need for EMEMPs in over 25 programs and projects in a dozen countries, and have helped launch monitoring programs and EMEMPs in The Gambia, Senegal, Ghana, Niger, Uganda, Malawi, and Madagascar.

The Africa Bureau places special emphasis on promoting the development of increased environmental expertise and capacity within Missions and its host government and NGO/PVO collaborators. The intent is minimize the need for centralized "gatekeeping" of USAID development assistance programs and projects, to the extent that it can be demonstrated that environmental consequences are being adequately addressed in activities financed with U.S. taxpayer money. One significant response to this is the development by the Bureau of "Environmental Guidelines for NGO/PVO Field



Use.” These guidelines, thus far provisional, provide guidance in 13 sectors (agriculture to water resources and construction to food for work). They and are intended to help USAID fulfill its mandate to ensure that NGOs develop sound activities and have the capacity to monitor environmental impacts. The guidelines are part of ARTS/FARA’s initiative to streamline environmental review in the field. In 1994, the Africa Bureau will be evaluating the coverage,

appropriateness, usefulness of the guidelines, and, if warranted, a final draft will be widely distributed as a printed manual.

The above represents only some of the important components of the AFR/ARTS/FARA Environmental Protection unit’s approach to evolving an appropriate, practical process of environmental review to promote sound development.

## 6. Country Presentations

### National Environmental Action Plans

#### *The Gambia*

Ndey-Isatou Njie (National Environmental Agency, The Gambia) opened his discussion of the Gambia Environmental Action Plan (GEAP) by noting its historical context—including the Banjul Declaration of 1977, which was intended to protect the country's flora and fauna; the creation of the Government of The Gambia's (GOTG's) Environment Unit in 1983, and the enactment in 1987 of a National Environment Management Act to provide necessary legal support. Nevertheless, Mrs. Njie noted, The Gambia's environmental problems continue to increase. In response, the GOTG has adopted a Programme for Sustained Development (PSD) to provide a context for its environmental strategy in the 1990s.

Preparation of the GEAP began in February 1991 with a consultative technical workshop designed to provide information on the state of the country's environment, identify critical environmental problems, and propose solutions. The workshop drew in participants representing the breadth of parties concerned with the country's environment and natural resources—government officials, nongovernment organizations (NGOs), community representatives, donor agencies, and private-sector representatives. After separate working groups consolidated the natural resources management (NRM) and social services findings of this workshop, a second workshop was held in July 1991 to begin work on priority actions. The findings of this second workshop, combined with the integrated report of the two working groups, became the first draft of the GEAP.

A third working group then considered what economic, policy, institutional, and legal tools would be necessary to implement the GEAP. Its conclusions were integrated with the already-produced GEAP document to produce a second draft Plan, and in February 1992 a third workshop was held, to review this draft. After additional review of the plan by the GOTG Secretary General, permanent secretaries, and Civil Service head, a final draft was prepared. This draft was approved by the National Environmental Management Council and then, in July 1992, by the GOTG Cabinet. The GEAP was then presented to the donor community at the Sectoral Consultations on Environment and Natural Resources, held in Banjul in January 1993.

The GEAP was given a 10-year time frame. An accompanying Technical Cooperation Program, detailing sectoral interventions to be implemented with donor assistance, was prescribed over five years.

Also in January 1993, the GOTG upgraded its Environment Unit to an independent, semi-autonomous National Environment Agency (NEA) under the Office of the President. The Agency focuses on policy development, coordination, monitoring, and regulatory activities. The NEA has developed a four-year (1993–1997) strategy plan for achieving GEAP goals. Responsibility for implementing the GEAP is shared by GOTG line ministries, NGOs, local communities, and the private sector. Both horizontal and vertical linkages connect these various actors in Gambian environmental management, including a Technical Advisory Committee and numerous working groups that address specific issues. Two cooperation programs have been negotiated between the NEA

and the donor community to promote environmental information management, environmental education, and institutional framework development.

Work has begun in specific priority areas that were identified during the GEAP's preparation. These include management of the coastal zone, development of the legal framework for environmental management, and natural resources management. In these and other areas of GEAP implementation, actions are to be participatory, consensus-based, and demand-driven.

Implementation of the GEAP is proceeding. Nevertheless, some challenges remain: working out details of decentralization at the regional level; expanding local-level participation; capacity building with government agencies, local communities, NGOs, and the private sector; integrating the GEAP process into The Gambia's overall macroeconomic framework; and promoting regional and international cooperation.

### *Madagascar*

In his speech to conference participants, Hanta Rabetaliana, director general of the Malagasy Office Nationale de l'Environnement(ONE), focused on Madagascar's historic evolution toward coherent and working environmental policies. The island country's geographic and demographic nature, when combined with economic and technological deficiencies, leave Madagascar in a poor position to address the environmental degradation that confront it. The population of approximately 12 million, concentrated in highland and coastal plains areas, exacts a high toll on the natural resources base. Deforestation and desertification result in the loss of between 150,000 and 200,000 hectares annually. In coastal and agricultural areas, this rate of environmental degradation is greater than that of any other nation. Because of the country's remote location, communication difficulties, and technological and financial deficiencies, Madagascar faces an uphill battle in addressing these

devastating trends. Despite these difficulties, Rabetaliana explained, Malagasy leaders have paved the way in recent years for effective environmental monitoring and management.

Beginning in 1984, with the adoption of a government strategy to improve environmental conditions, a national awakening occurred in terms of environmental issues. Conservation measures were implemented and national and international expertise utilized to document and understand the extent of Madagascar's environmental condition. Major international organizations and agencies—the World Bank; USAID; United Nations Educational, Scientific, and Cultural Organization (UNESCO); World Wide Fund for Nature/World Wildlife Fund (WWF); Programme des Nations Unies pour le Développement (PNUD); Swiss Association for Aid to Developing Countries (SWISSAID); and numerous NGOs—collaborated to help the nation address its environmental epidemic. Thus began a vast campaign to raise awareness of environmental issues and bring sustainable resource practices into the mainstream. By 1989, the principle aspects of Madagascar's environmental mandate were spelled out in a document called the Malagasy Environmental Charter. In 1990, this document was published as the law of the state.

The charter intends to fulfill six primary goals:

- (1) to protect and manage the national biodiversity;
- (2) to improve living conditions for the population at-large;
- (3) to improve mapping and GIS systems for better land-survey and natural resources management;
- (4) to promote education and communication involving environmental issues;
- (5) to develop research activities involving the ecosystems of the coastal territories; and
- (6) to enact appropriate mechanisms for the monitoring and management of the environment.

The charter is organized on a 15-year cycle, during which time three successive environmental programs (EPs) will take place:

- *EP 1 (1991–1995)* will see to the development of the institutions and infrastructure that will enable the pursuit of the national environmental agenda.
- *EP 2 (1996–2000)* calls for an intensification of activities, land development, and the further promotion of environmental activities.
- During *EP 3 (2001–2005)*, ministerial activities, NGO operations, and rural cooperatives are expected to be fully in place and operating efficiently.

EP 1 is currently undertaking a number of programs aimed at preparing Madagascar for improved management of its natural resources. Public service offices have been set up to execute projects and lead the general population in the responsible use of environmental resources. These organizations function as a means of decentralizing environmental activities and empowering local groups to take the initiative.

EP 1 has also taken steps to ensure that investment and development activities take place with appropriate regard for the environment. This part of the program affects all ministries of industry, including mining, energy, and even tourism. The urgent need for information and communication ties into these efforts directly. Thus, there has been an effort to increase the flow of information and make expertise more available to facilitate these programs.

As the Malagasy Environmental Program continues, there will be an ever-increasing need to formalize the ministerial networks and develop the newly formed infrastructure. Madagascar was one of the first African nations to fully define and implement a national environmental policy. To effectively address the environmental degradation that continues to erode Madagascar's natural resources base, policy makers must continue to build on the successes

of the recent past and continue to work for a more stable and sustainable environment.

Following Rabetaliana's comments, Stephen Millington briefly explained USAID/Madagascar's environmental program, which is intended to support and reinforce the commitments of the Government of Madagascar's Environmental Action Plan (EAP). The Mission supports its chief objective of reducing natural resources depletion in target areas through an \$87 million program currently being implemented. This program has two primary interventions: the \$40 million Sustainable Approaches to Viable Environmental Management (SAVEM) project, which is establishing sustainable human and natural ecosystems in areas of the country where biodiversity is threatened, and the \$42 million Knowledge and Effective Policies for Environmental Management (KEPEM) program, which seeks to mobilize resources, strengthen public institutions, and stimulate local initiatives and thereby improve public policy concerning biodiversity management and protection.

### *Uganda*

F. R. Turyatunga (Uganda National Environment Information Centre) began his presentation to conference participants by putting Uganda's National Environmental Plan in its broader societal and economic context. Over 90 percent of Uganda's population depends directly on the country's vast natural resources endowment for their livelihood. As Uganda develops, however, such pressures as high population growth, economic reforms, and the desire for improved living standards are putting severe strains on its environment and natural resources.

Work on preparing Uganda's NEAP began in earnest in November 1991. The chief objective was to assess all technical, financial, institutional, policy, and legal issues related to the country's environment. The major issues of concern were: soil degradation; deforestation;

loss of wetlands; water resources management problems (e.g., the water hyacinth); loss of biodiversity; air, land, and water pollution; inadequate, outdated legislation; poor institutional mechanisms for environmental management; lack of qualified manpower; a poor environmental information base; and lack of an environmental monitoring strategy and/or framework.

With the assistance of USAID, the Government of Uganda (GOU) established a NEAP Secretariat within the Ministry of Natural Resources. Its primary task was to assess the causes of Uganda's environmental degradation and propose actions to address them. To achieve this, the Secretariat established several task forces:

- Health, population, and human settlements;
- Agriculture, livestock, and land management;
- Forestry, wildlife, and territorial biodiversity;
- Education, awareness, and research;
- Water, wetlands, and aquatic biodiversity;
- Energy and climate change;
- Industry, mining, hazardous wastes, and toxic materials;
- Environmental information systems; and
- Policy, legislation, and institutional arrangements.

In addition, a special working group was established to examine environmental issues concerning Karamoja, a semiarid area in northeastern Uganda with special development challenges.

After collecting background technical information, each task force proposed actions related to its focus issues. These proposals were presented at the district and national levels for consultation, so that consensus could be built. Thus far, each task force has completed an available topic paper. In addition, the following components are in various stages of completion:

- enabling umbrella legislation of the environment, including formation of a National Environment Management Authority (status: awaiting Government approval);
- a comprehensive GOU Environment Policy (status: awaiting Government approval);
- a draft National Environmental Action Plan itself (status: almost completed, but will rely on approval of the two previous components);
- an investment program (status: almost complete); and
- a State of the Environment report (status: to be ready soon).

Through the NEAP process, macroeconomic issues and gender concerns have been given careful consideration, as have the requirements and procedures for Environmental Impact Assessment and decentralization of natural resources management (NRM).

Currently, Uganda's NEAP relies heavily on a top-down approach. It is understood, however, that any proposed NRM programs and strategies are more likely to be successful if they include local participation in planning and implementation (i.e., a bottom-up approach). The preparers of Uganda's NEAP are, therefore, working to achieve significant participation at both the policy (top) and local (bottom) levels.

The Uganda NEAP has reached a critical period. Decisions are needed for the process to continue to move forward. Turyatunga noted that the momentum gained in the first two years of activity needs to be consolidated, with no hiatus allowed between the stages of the process. Particularly important is the need to gain agreement on a proposed institutional mechanism for the NEAP.

Although work on Uganda's NEAP is not completed, the process used has already had noteworthy successes. In particular, because all sectoral institutions have participated in the preparation process, awareness of environmental issues has increased country-wide and across sectors.

## Country / Project Reports

### Botswana

Conference participants were provided an overview of the USAID-funded Natural Resources Management Project (NRMP) in Botswana by Nick Winer (Chief of Party, Botswana NRMP). The Botswana NRMP has five basic objectives\*:

- To demonstrate that sustainable natural resource utilization is a profitable and viable development option for rural communities;
- To increase local employment and incomes through diversifying local opportunities in the sustainable utilization of natural resources;
- To strengthen local institutional decision making and management units;
- To improve the participation and role of women in resource management programs, thereby improving their incomes; and
- To strengthen staff training and career development for employees of the Department of Wildlife and National Parks.

The Botswana NRMP currently focuses on four interconnected work areas:

- *Demonstration projects in community-based resource utilization.* In pursuit of these projects, local-area resource bases are being defined for residents as community assets. Project plans call for community-based projects in wildlife utilization through such venues as tourism, hunting, processing and marketing of animal products, and sustainable use of veld and forest products.
- *Planning and applied research.* Support is planned for the development of management plans for national parks and reserves in northern Botswana and for the national

Wildlife Management Areas (WMAs) network. This component also includes monitoring and evaluating the impact of project activities.

- *Environmental education.* Curriculum development, teacher training, and nonformal education will all be used to increase public awareness of environmental issues.
- *Personnel planning and training.* To enable long-term sustainability of the project's objectives, NRMP plans call for initiatives to strengthen staff training and career development opportunities for employees of the Government of Botswana's Department of Wildlife and National Parks (DWNP).

Until the accomplishment of this fourth project component, work on the Botswana NRMP is being pursued by a four-person technical assistance team that works with the DWNP; one technical assistant works in the Government's Ministry of Education. Supporting the technical assistants are a chief of party and a deputy.

The Botswana NRMP is part of a Southern Africa Development Community (SADC) regional Natural Resources Management Project. SADC is coordinating this program to promote sustainable, conservation-based development on marginal crop-production and domestic-live-stock lands. Various regional activities promote the exchange of information among projects in various Southern African countries. An initial regional workshop was held in Malawi in February 1992, bringing together national NRMP teams, government representatives, and non-governmental organization (NGO) colleagues. Since then, two additional regional workshops have been held—in Zambia in November 1992 and Botswana in November 1993. In addition, in early 1992, four team members from the Botswana NRMP and 10 DWNP colleagues toured community-level wildlife utilization project sites of Zimbabwe's Communal Areas Management Program for Indigenous Peoples Project (CAMPFIRE).

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<sup>1</sup> Nick Winer, "Briefing Notes—The Natural Resources Management Project," unpublished paper distributed at conference, November 1993.

## Guinea

Bill Polidoro, general manager of the Guinea Natural Resources Management Project (GNRMP); Tom Erdmann, an agroforester with the GNRMP; and Mamadou Diallo, Government of Guinea (GOG), each made presentations discussing this project, an initiative of USAID/Guinea to assist the GOG in a massive strategy of pilot NRM activities in the nation's watersheds.

Guinea, Polidoro explained, is often referred to as the "water tower" for West Africa. Several rivers—including the Niger, Gambia, and Senegal—have their source in the Fouta Djallon region. Concern for the degrading environment and the recognized importance of preserving and improving the environment of this critical region resulted in several projects starting in the early 1980s. In 1987, the GOG asked USAID/Guinea to participate in a multidonor effort of pilot NRM activities in 12 paired watersheds—one watershed targeted for project interventions, the other a control. Nearly four years later in 1991, the GNRMP was designed as a 6-year freestanding but integral component of this larger effort. USAID/Guinea agreed to finance activities in 3 of the 12 target watersheds. Actual field-level activities began in early 1993.

The GNRMP is based in the city of Labé in the Fouta Djallon Highlands (or Middle Guinea). Two of the three watersheds are north of Labé in the Fouta Djallon, with the third located south of Labé in the border area between Lower or Coastal Guinea and the Fouta Djallon. Rainfall in the watersheds varies between 1,200 and 1,800 millimeters per year.

The USAID Country Strategy for Guinea does not have any NRM-based strategic objectives. As a result, the goal of the GNRMP is to increase sustainable agricultural and value-added production by men and women for the domestic and export market. There has been much discussion between USAID and the GOG concerning Mission involvement in environ-

mental initiatives. In response to this dialogue, USAID/Guinea has scheduled an internal review of environmental strategy and an early evaluation of the GNRMP. Mission involvement in NRM activities and environmental policy issues is expected to be redefined within the next year.

The GNRMP is being implemented with the assistance of a four-member technical assistance team provided by Chemonics International, with the active and full participation of the Peace Corps—there are six volunteers, two in each target watershed—and by technical assistance provided by the University of Wisconsin Land Tenure Center. Within the GOG, the project is under the authority of the National Direction for Forests and Wildlife (DNFC), part of the Ministry for Agriculture and Animal Resources (MARA). The GOG staff assigned to the target watersheds is evenly mixed between DNFC technicians (agroforestry and soils/water) and individual contractors (enterprise development and WID) employed by the project.

The manner of project execution is participatory. Every effort is made to keep costs of interventions low and technologies simple. The objective is to build the capacity of resource users and owners in drafting and implementing local resource management plans with the assistance of the DNFC project staff. Earlier efforts at NRM project implementation and design by USAID/Guinea and other donors that were implemented with little concern for local tenure realities and without the full involvement of local inhabitants were, needless to say, not successful. The lessons learned—the need for local participation and greater understanding of the tenure realities—have been incorporated into the GNRMP design.

Several challenges confound the realization of project objectives. There are, of course, the usual West African development issues of sustainability, institutional capacity, problems in getting resources to local communities, and lack of coordination between various government ministries trying to implement conflicting codes

and between donors. In addition, the GNRMP is confronted with a more daunting task—convincing resource users to change their behavior despite the lack of palpable “push factors,” so evident in the Sahelian regions, or the market “pull factors,” which, in more developed countries, bring near immediate economic incentives for improved practices that result in production surpluses. The GNRMP is addressing this issue by stressing environmental education, extension activities, and community development. It is also planning to launch a marketing campaign more normally associated with health initiatives. The hope is that this marketing initiative will redefine what a successful farmer is and create the social and cultural desire for adopting new technologies and changing behaviors.

Because it is doubtful that the GOG will be able to fund the GNRMP and maintain its project structure after USAID funding is concluded, project workers are focusing on developing farmer-level sustainability—i.e., on appropriate, low-cost technologies that can be replicated by the villagers after GNRMP staff leave. Erdman noted that one such strategy begun thus far is the introduction of private nurseries in the watersheds. At some levels, this technology is sustainable: There is a demand for fruit tree seedlings, with people willing to buy them. Moreover, project staff are working with the nurserymen to establish private seed orchards of all the species being grown so that the nurserymen will have their own seed supply after the project terminates. At other levels, however, this technology is not sustainable. There is not yet any demand for “agroforestry” or “forestry” seedlings, and plastic nursery sacks are not available in Guinea. The question then is how to counteract these nonsustainable trends. Regarding the lack of demand for “agroforestry” or “forestry” seedlings, the project hopes to create a demand through demonstrations, education, and extension. In response to the plastic sack issue, the GOG or a private entrepreneur may be able to insure their importation,

selling them to the private nurserymen. Another alternative is that the project could emphasize bare root and direct-seed production that does not require plastic sacks.

A second intervention that the GNRMP has begun to introduce is live fencing. Traditionally, dead wood fences are built throughout two of the project’s watersheds. However, these fences are labor intensive, attract termites, and contribute to deforestation. Project workers believe that live fencing as a technology has a large potential in that it could counteract or diminish these three trends. The challenge is how to get people to freely adopt the technology in order to make it sustainable. Again, the likely answer is demonstration, education, and extension—i.e., marketing the technology.

### *Senegal*

In a speech to conference participants, François Faye (USAID/Senegal) characterized development initiatives in Senegal over the past 30 years as an evolving process that began with a focus on food production that now has come to envision sustainability as the key element of long-term natural resources planning. While the goal of feeding a growing population is still a priority, that goal cannot be pursued at the expense of further deterioration of the natural resources base.

At independence, Senegal produced 60 to 70 percent of its cereal needs. For much of the past two decades, it has produced only 50 percent. In spite of this increased need for food security measures, the strategy adopted in the 1960s of intensifying the use of agricultural inputs is now seen as regressive and ultimately unsustainable. The drastic effects of persistent droughts, population pressure, and degradation of soil fertility has resulted in a shift towards low-input agriculture, and sustainable use of available resources. Since the 1980s, Senegal has been gradually redefining its agricultural policy. It is no longer possible to define long-term development goals without focusing on



the declining natural resources base, ecological trends such as desertification and drought, as well as the socioeconomic context in which these changes occur.

Population pressure and drought are the two most alarming aspects of current natural resource conditions in Senegal. Senegal's current population of 8 million, estimated to grow at a rate of 2.8 percent annually, will total 9.6 million by the year 2000. This will continue to exert enormous pressure on Senegal's land and water resources.

Drought is the second major threat to Senegal's natural resource base. Average rainfall has diminished significantly in recent years (average decline of 100 to 200 mm). The southward shift in the critical 400 mm rainfall zone highlights the impact of recurring periods of drought. Nearly one-half of the country did not receive enough rainfall to support rainfed agriculture during the drought of 1980–1987. Consequently, rainfed agriculture has suffered losses on two fronts: a direct loss due to the lower water availability during the growing season; and the irreversible loss of productive lands due to soil degradation by erosion, salinity, and decreased fertility.

A number of other factors further constrain efforts to develop successful natural resource strategies in Senegal. First, only 19 percent of all land in Senegal is classified as arable. Of that 19 percent, only 2 percent is suitable for irrigation. Declining soil quality, reduced fertility, loss of vegetative cover, and finally, erosion compound the threat of permanent soil degradation throughout the country.

In the forestry sector, increased consumption and misuse of wood resources threaten the sustainability of current levels of fuelwood consumption. Approximately 80,000 hectares are harvested annually in Senegal, while only 20,000 hectares are planted. Even at a survival rate of 100 percent, this trend signals a deforestation rate of 60,000 hectares per year. A society such as Senegal's, which relies heavily on fuelwood

for cooking, can hardly afford the continued overexploitation of forestry reserves.

Adapting NRM policy to the challenges posed by these conditions is the challenge for all of Senegal in the coming years. Greater communication among government officials, use of available technologies, and reliance on applicable research must be a part of a widespread effort to redirect current trends. A large part of this will involve grassroots participation and community-based NRM projects.

At the national level, forestry and agriculture codes must be adapted to empower the local users of natural resources. These changes will come from legal and policy reform. For example, farmer collectives must be given property rights to trees, forests, and shrubs under their care. Control of state forests must be ceded to communities as well. Sustainable management of privately owned resources must be encouraged and sponsored by returning permit and fine funds to groups taking responsibility for sustainable practices and exhibiting leadership in the management of natural resources.

In closing, Mr. Faye cited the 1964 *Loi Relative au Domaine National* and the 1972 *Loi Relative aux Communautes Rurales* as the twin pillars of Senegalese law that open the door to changing NRM practices for the nation. National programs can no longer pursue increased food production as the definitive answer to natural resource issues. The set of challenges facing Senegal today are complex and do not lend themselves to simple and homogenous approaches. Instead, Senegal must use several integrated community-based programs that recognize sustainability, first and foremost, as the guiding prerequisite for NRM policy. These laws provide a flexible legal framework for local communities to plan and implement NRM activities. NRM in Senegal must continue to move towards a participatory and decentralized approach and build upon the foundation established by these laws.

## 7. Ad Hoc / Informal Sessions

The participation of much of the natural resources management (NRM) community at the USAID Natural Resources Management and Environment Policy Conference provided an opportunity for one-on-one meetings among collaborators of the USAID environment and NRM portfolio. These informal sessions enabled collaborators to significantly advance work that previously was being done via correspondence and telephone contact and meeting without full participation of the stakeholders.

Examples of some of those meetings are presented in this chapter.

### USAID/The Gambia Program Implementation

- *Biodiversity Support Program (BSP)*. BSP completed Gambia/USAID-financed work in Kiang West National Park and negotiated role for World Wildlife Fund (WWF) in the implementation of recommendations.
- *Global Climate Change (GCC)*. GCC's Loren Ford and Sandy Guill had several meetings with Gary Cohen, agricultural development officer for USAID/The Gambia, and Bonnie Pounds, USAID/The Gambia Mission Director, to elaborate outline of reports and implementation issues. One of the meetings included the participation of Glenn Prickett, USAID/W's Senior Environmental Advisor; this meeting provided an opportunity for USAID to outline the problems it has had with the implementation of the U.S. Government's GCC country-study activity, and to suggest alternative arrangements.
- *Gambia Environmental Action Plan (GEAP)*. The AFR/ARTS/FARA Environmental Protection (ENV) Unit participated in subsequent meeting on monitoring systems for the GEAP.
- *Agriculture and Natural Resources Program (ANRP)*. AFR/ARTS/FARA representatives, along with Bob Hall of the USDA Forest Service's Forestry Support Program (FSP) Financial Sustainability of Public Sector Institutions Study, reviewed with USAID/The Gambia and the ANRP Project Team the findings from an initial TDY by Dr. Hall. They also discussed possible follow-on activities to be funded directly by the ANRP.
- *PVO/NGO-NRMS Project*. ANRP and Mission staff met with private voluntary organization (PVO) and nongovernmental organization (NGO) experts and with Michael Brown, coordinator of the PVO/NGO-NRMS Project, to develop options for the implementation of the NGO component of the ANRP. This meeting has resulted in the development of a USAID/The Gambia buyin to the PVO/NGO-NRMS Project.
- *Endowments*. Paul Weatherly met with the Minister of the Agriculture and other Government of The Gambia (GOTG) senior officials to review Africa Bureau experience with endowments and other financial mechanisms.
- *Gambia Agriculture and Natural Resources (ANR) Program*. Senior USAID/W representatives from G/PPC and USAID/The Gambia representatives met with GOTG Senior Ministry of the Environment and other ANR project staff and counterparts to learn more about the Gambia ANR program.

## Other USAID Issues

- *Congo Basin Initiative (a.k.a. CARPE)*. Representatives from USAID/AFR/CCWA, AFR/ARTS, G/E, PPC, REDSO/WCA, REDSO/ECA, and USAID/Cameroon met to review a draft Concept Paper as part of the collaborative process used to develop this new regional project.
- *Agricultural Development Officer (ADO) Meeting*. AFR/ARTS/FARA Division Chief Curt Reintsma convened a meeting of all Agricultural and Natural Resource Development Officers present at the conference (over 15 direct-hire participants) to discuss the implications of the reorganization and recent personnel and contracting issues affecting such field staff.
- *Policy, Analysis, Research, and Technical Support (PARTS) Project*. AFR/ARTS/FARA representatives solicited Mission and collaborator insights, comments, and participation of draft Analytical Agenda (AA) items for the ENV and Natural Resources Management (NRM) analytical units. REDSO/ESA also presented its own AA activities and discussed how they could be coordinated and supported by other Africa Bureau analysis. Other meetings were held with individual Missions to review specific activities and to negotiate TDY schedules, Mission participation, and buyins.
- *Cameroon closeout*. USAID/Cameroon staff convened a meeting of AFR/ARTS/FARA ENV and NRM staff and collaborators to discuss implications of Mission closeout planning and the possibility of support for certain crucial activities.
- *Global Climate Change (GCC)*. The representatives from the Inter-Agency Country Studies Team met with several Missions carrying out or requesting support for GCC country studies exercise. The degree of Mission participation was discussed with each Mission.

- *Bureau for Global Affairs, Field Programs, and Research (G)*. G Bureau staff held a series of bilateral and regional meetings to become better informed on Missions programs, and the options for support from the reorganized central bureaus.
- *Environmental education*. Staff of the GREENCOM Project met with focus countries to discuss implementation of AFR/ARTS in FARA ENV and in the Division of Health and Human Resources (HHR) analytic activities related to environmental communications.

## Consultant Community

- *Tropical Research and Development (TR&D)*. TR&D headquarters staff met with USAID/ Madagascar and USAID/Uganda teams to share information and experience.
- *Chemonics International*. Chemonics headquarters staff met with USAID/Guinea and USAID/Botswana teams to share information and experience.
- *International Resources Group (IRG)*. IRG headquarters staff met with USAID/The Gambia and USAID/Niger teams to share information and experience.

## Other

- *National Environmental Action Plan (NEAP) Coordinators*. Network for the Environment and Sustainable Development in Africa (NESDA) and the Policy Consultative Group (PCG) of World Resources Institute (WRI) convened a meeting of the nine African NEAP coordinators attending the conference, to elaborate the NESDA mission, establish new linkages between NEAPs, and share experience.
- *E/NRM Information System*. John Freyman of the Futures Group met with Mission representatives to review a first version of the E/NRM information system.

- *Natural Resources Information Consultative Group (NRICG).* The WRI NRICG convened a meeting with USAID/Zimbabwe, USAID/Botswana, REDSO/ESA, and the AFR/ARTS/FARA ENV and NRM units, as well as interested collaborators, to coordinate future activities relating to environmental information systems in the region. A possible workshop was discussed.
- *Information technologies.* Separate meetings were held on a range of information technologies, including global positioning systems (GPS), ARC-VIEW, geographic information system (GIS) methodologies, and the IDRISI software.
- *Environmental monitoring.* AFR/ARTS/FARA and REDSO/ESA staff met to discuss new approaches to environmental monitoring required under Reg. 216, including the Environmental Monitoring, Evaluation, and Mitigation Plan (EMEMP) and NGO Environmental Guidelines.
- *Possible NESDA grant.* AFR/ARTS/FARA ENV and NRM unit staff met with NESDA staff to review options for a grant with NESDA.
- *Integrated pest management.* AFR/ARTS/FARA ENV unit staff met with interested collaborators on integrated pest management.
- *Bilateral support by NRICG.* NRICG and AFR/ARTS/FARA ENV unit staff met with personnel from USAID Zimbabwe, Madagascar, Guinea, The Gambia, Uganda, to discuss implementation action in their respective countries.
- *USAID/Senegal monitoring system.* AFR/ARTS/FARA and AFR/SWA staff met with USAID/Senegal and NRICG staff and interested collaborators to discuss the Mission's monitoring system.
- *Senegal forestry program.* USAID/Senegal presented a slide presentation on the forestry program in the Senegal.
- *NEXUS report.* IRG representatives presented the results of the NEXUS report for the Club du Sahel.
- *Agricultural Sector Assistance Program (ASAP EMEMP).* PCG and NRICG staff met with USAID/Malawi and AFR/ARTS staff to discuss implementation of the ASAP EMEMP.

# 8. Synthesis Committee Report

## *Lessons Learned\**

At the end of the workshop, the Synthesis Committee presented its conclusions, emphasizing the key issues and apparent points of consensus that its members had discerned from the several days of the gathering. The committee's report focused on USAID and Africa's accomplishments in the natural resources sector, the implications of the workshop for USAID/Washington and the field, specific program issues, and African perspectives. Chaired by WRI's Tom Fox, the committee included Asif Shaikh, president of the International Resources Group (IRG); Lance Jepson, agricultural development officer for USAID/Senegal; Bob Winterbottom, of IRG working with USAID/Niger; and Professor Abdoulaye Sawadogo, coordinator of the Network for the Environment and Sustainable Development in Africa (NESDA).

Working with African governments and communities, USAID has made progress and has developed increasing experience, perspective, and expertise. These efforts have built awareness and developed consensus, with communities and with governments. People have been trained and empowered, perhaps particularly at the local level. It seems clear that USAID, with its commitment to sustainable development, is in it for the long haul. The workshop participants were quite unanimous in their expressions of appreciation for the leadership role that the Africa Bureau and its ARTS/FARA division have played in the progress and leadership.

Natural resources management (NRM), however, challenges USAID's systems and pro-

cedures, particularly because it takes a long time for results to appear and be measurable. USAID cannot treat the environment and NRM as another fad. It must be fully integrated into the other USAID priorities, rather than treated as a separate sector. USAID must ensure that the process is acknowledged as important to the product. Moreover, there is often a tension between USAID's procurement requirements and the sort of long-term partnerships that are necessary.

Other issues also need USAID resolution:

- the role and capacities of private voluntary organizations (PVOs) and nongovernmental organizations (NGOs);
- the integration of environmental factors into economics;
- the role of gender distinctions in NRM;
- the balance of local and political considerations;
- the relationship of the environment to economic liberalization and democratization;
- staffing;
- communication among practitioners and with skeptics;
- the ability of USAID's reorganization, particularly the relationship of the Global Affairs and regional bureaus, to preserve the agriculture/NRM intimate synergy; and
- the appropriate definition and implementation of "participation."

At the more programmatic level, NRM projects must be designed to be simple, highly focused, and measurable--even if measurable only years in the future. Baseline assessments with adequate provision for ongoing data collection is essential. Flexibility and periodic pro-

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\* Acknowledging that it is difficult to provide a synthesis of a synthesis, this chapter attempts to do just that.

cess evaluations should be built into all NRM projects.

As a donor, USAID has an important responsibility, given its leadership in the NRM sector. It should lead and facilitate more donor coordination in this sector. It should also pay particular attention to the best “entry points” for donor and project intervention, particularly when promoting global environmental issues that often appear of lesser priority to African policy makers and communities with their focus on immediate economic improvement and livelihood. Capacity building, too, requires greater attention, particularly in strengthening African expertise, institutions, networks, and use of indigenous technologies and knowledge.

There remain, of course, a substantial number of very tough issues, beyond those that the

committee has already noted. For example, although we may know well what needs to be done, there are always reasons that someone else has another priority that makes our expectation unrealistic and undoable. For example, what if a fully “empowered” and “participating” community chooses not to preserve its biodiversity or to eschew pesticides? Constant dialogue among and across *all* interested and relevant parties is, therefore, essential. Careful agreement on the meaning of terms such as *sustainability*, *participation*, and *capacity building* will certainly facilitate such dialogue. Finally, careful attention to priorities in this time of unusually tight financial resources is essential. We cannot afford waste and silly experimentation.

# Appendix A

## Poster Session — List of Presenters

1. *Gambia National Environmental Agency*  
Fatu Bandeh, Documentalist
2. *Forest Resources Management Project (FRM II)*  
Mark Buccowich, USDA Forest Service/  
International Forestry; USAID Global  
Bureau
3. *Interactive Information System to Facilitate the Exchange of NRM/Africa Information*  
John Freymanm Futures Group/EPAT;  
AFR/ARTS/FARA
4. *Monitoring and Evaluation Short Course*  
Philip Decosse, International Resources  
Group, Ltd (IRG); University of Wisconsin
5. *Agriculture and Natural Resources*  
USAID/Senegal
6. *Projet de Gestion des Ressources Naturelles de Guinee*  
Catherine Swan, Chemonics
7. *Natural Resources Management Project—Botswana*  
Catherine Swan, Chemonics
8. *Biodiversity Support Program—World Wildlife Fund/Nature Conservancy/World Resources Institute*  
Kate Newman
9. *Natural Resources Information Consultative Group*  
*Natural Resources Policy Consultative Group*  
Charles Hutchinson and Jennifer Green,  
World Resources Institute
10. *World Resources Institute*
11. *World Wildlife Fund*
12. *GreenCOM: Nature Knows How to Change*  
(Environmental Education and Communication Project)  
Anthony Meyer, USAID/Global Bureau
13. *Gender and Natural Resources Management*  
Africa Women in Development (AWID);  
Mary Picard, USAID/AFR/ONI
14. *Project Pilote du Plan Focues Rural (PFR)*  
Côte d'Ivoire
15. *EROS Data Center*  
USGS
16. *Regional GIS Project for Central Africa*  
David Long, University of Maryland; WWF/  
BSP
17. *Implementing Policy Change Project*  
Derrick Brinkerhoff, Abt Associates
18. *AGRHYMET*  
Andrew Stancioff

19. *U.S. Support for Country Studies to Address Climate Change*  
Sandy Guill and Loren Ford, Global Climate Change Country Studies
20. *Vegetation Resources of Gambia*  
EROS Data Center, U.S. Geological Survey
21. *Agricultural and Natural Resources Management*  
Patricia Wetmore, Office of International Cooperation and Development, USDA
22. *Forest Mapping for Space*  
Environmental and Natural Resources Information Center, DATEX
23. *Senegal Natural Resources Based Agricultural Resource Project*  
Tom Cusak
24. *Resources Magazine*
25. *Subvention au Developpement du Secteur Agricole Phase II*  
Niger ASDG II  
Bob Winterbottom and Malcolm Versel
26. *Niger—Farmer Managed Natural Regeneration: An Example of the Widespread Adoption of NRM Practices due to the Presence of Critical Enabling Conditions*  
Barry C. Rands and Curtis R. Nissly, USAID/Niger
27. *Participatory Natural Forest Management in Africa: Economic, Ecological and Institutional Perspectives*  
Bob Winterbottom and Malcolm Versel, International Resources Group, Ltd. (IRG), Niger
28. *International Institute for Environment and Development (IIED)*  
Mamadou Bara Gueye
29. *Tropical Research and Development: Uganda/Madagascar/Zambia*  
Pauline Wynter
30. *Un Monde Vegetal Etonant par sa Richesse en Especies et son Haut Degre D'Endemisme*  
Hanta Rabetaliana, Association Nationale Pour la Gestion des Aires Protegees (ANGAP), Madagascar
31. *PAE—Areter la Spiral de Degradation*  
Joseph Andriamampianina, Office National de l'Environnement, Madagascar
32. *African Forests Program*  
Wildlife Conservation Society
33. *Establishment of Baseline Information for Range and Forest Burning: The Gambia*  
Rodrick Hay and Stuart Marsh, Office of Arid Land Studies, Arizona Remote Scanning Center, University of Arizona
34. *Decentralization: Finance and Management (DFM) Project—The Governance and Management of Renewable Natural Resources*  
James Thomson, Associates in Rural Development (ARD)
35. *Association of Non-Governmental Organizations (TANGO)*  
The Gambia
36. *Senegal Reforestation Project*  
Moctar Niang and Jim Fickes
37. *Multi-Donor Secretariat, The World Bank*  
Albert Greve
38. *Development Strategies for Fragile Lands (DESFIL)*  
William Fiebig, Rodale Institute
39. *PVO-NGO/NRMS Project*  
Michael Brown, World Learning Inc./CARE/WWF



40. *USAID's Effectiveness Working with NGO's Doing NRM in Africa*  
William Helin, Peace Corps/NGO Coordinator, USDA Forest Service/International Forestry
41. *Peace Corps and the Environment*  
Scott Lewis, Office of Training and Program Support
42. *Volunteers in Overseas Cooperative Assistance (VOCA)*  
Linda Lind
43. *Economic Analysis of Program Cost Effectiveness*  
Glenn Rogers, USAID/Côte d'Ivoire
44. *The EPAT Project*  
Richard Tobin, Winrock International Environmental Alliance
45. *Bienvenue au Centre de Suivi Ecologique (CSE)*  
Senegal
46. *Peace Corps/The Gambia*  
Ted Wittenberger, Environmental Education
47. *KENGO*  
Gilbert Arum
48. *International Society of Tropical Foresters*  
Mark Buccowich and Loren Ford

# *Appendix B*

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## *Appendix C*

# Conference Cables

### CABLE 2

STATE 278377

SUBJECT: CONFERENCE ON NATURAL RESOURCES AND ENVIRONMENTAL POLICY IN AFRICA, JANUARY 17 - 20, 1994; CABLE NUMBER TWO

REF: STATE 99179 KIGALI 01814

ABIDJAN PLEASE PASS TO REDSO; PARIS PLEASE PASS TO OECD DAC

1. SUMMARY. THIS CABLE FOLLOWS UP ON REF A, WHICH NOTIFIED MISSIONS OF A PROPOSED NATURAL RESOURCES MANAGEMENT/ ENVIRONMENT POLICY CONFERENCE IN AFRICA, INITIALLY PLANNED FOR SOMETIME THIS FALL OR WINTER. WE HAVE BEGUN TO SOLIDIFY THE DETAILS FOR THIS CONFERENCE AND REQUEST THAT MISSIONS INITIATE THEIR OWN PLANNING TO ENSURE PARTICIPATION IF AT ALL POSSIBLE. THE TIMING OF THIS CONFERENCE, COMING AT THE HEELS OF AID'S REORGANIZATION, INCREASES THE CONFERENCE'S RELEVANCE AND IMPORTANCE.

2. NATURAL RESOURCES PROGRAMS HAVE MATURED CONSIDERABLY OVER THE LAST FIVE YEARS OF THE DEVELOPMENT FUND FOR AFRICA {DFA}. INITIALLY PRIMARILY A SERIES OF SMALL ISOLATED PROJECT ACTIVITIES, MOST OF AID'S PROGRAMMING IN THE SECTOR NOW IS COMPOSED OF SUBSTANTIAL MULTI-FACETTED PROGRAMS. NATURAL RESOURCES MANAGEMENT (NRM) PROGRAMS ARE MATURING AND BECOMING INCREASINGLY SOPHISTICATED. WITH OVER \$300 MILLION OBLIGATED SINCE 1987, AND OFTEN WITH INNOVATIVE AND LONG TERM DESIGNS, THESE PROGRAMS PROVIDE AID A LEADERSHIP ROLE IN THE AREA OF ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT IN AFRICA.

3. MANY OF THESE PROGRAMS DRAW UPON THE UNIQUE CHARACTERISTICS OF THE DFA AND THE NRM ORGANIZING FRAMEWORK TO FOCUS ON THOSE INTERMEDIATE CONDITIONS THAT WILL LEAD TO SUSTAINABLE CHANGE OVER THE LONG TERM, THUS PERMITTING NRM PROGRAMS WITHIN AID'S RELATIVELY SHORT PROGRAM LIFE CYCLE. THESE PROGRAMS ARE SOME OF THE MOST DIFFICULT DEVELOPMENT PROJECTS TO IMPLEMENT. ULTIMATE SUCCESS OFTEN REQUIRES SUSTAINED CHANGE IN BEHAVIOR OF MILLIONS OF INDIVIDUALS OVER TIME. THE BENEFITS OF NRM PROGRAMS ARE SOMEWHAT CONJECTURAL, ESSENTIALLY DEPENDENT UPON ASSUMPTIONS ABOUT A WIDE RANGE OF UNKNOWN OR DYNAMIC VARIABLES.

4. ILLUSTRATIVE TOPICS FOR THE CONFERENCE INCLUDE:

A. JUST HOW SUCCESSFUL ARE WE IN PROMOTING SUSTAINABLE IMPROVED NATURAL RESOURCES MANAGEMENT OVER THE LONG TERM?

B. HOW EFFECTIVE ARE POLICY REFORM PROGRAMS AND ENVIRONMENTAL ACTION PLANS IN SUPPORTING THESE EFFORTS?

C. WHICH OF THE PREMISES IMPLIED WITHIN THESE PROGRAMS ARE PARTICULARLY UNTESTED AND RISKY?

D. WHAT DESIGN, IMPLEMENTATION AND MONITORING APPROACHES CAN BE DEVELOPED TO COPE WITH THIS RISK? HOW USEFUL HAS BEEN THE NRM FRAMEWORK IN IDENTIFYING LINKAGES BETWEEN POLICIES, CONDITIONS AND PEOPLE LEVEL CHANGE IN BEHAVIOR?

E. HOW DO NATURAL RESOURCES MANAGEMENT/ENVIRONMENT EFFORTS SUPPORT OR CONFLICT WITH OTHER MISSIONS PROGRAMS, SUCH AS AGRICULTURAL MARKETING OR DEMOCRACY/GOVERNANCE PROJECTS?

F. WHAT HAS BEEN LEARNED ABOUT PVO GRANTS AS INTEGRAL COMPONENTS OF NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROGRAMS? DO THEY FIT WITH THE POLICY AIMS OF NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROGRAMS?

G. WHAT HAS BEEN THE EXPERIENCE IN TERMS OF DONOR COORDINATION? WHAT HAS BEEN THE IMPACT OF THE WORLD BANK'S INCREASED EMPHASIS ON THE PRODUCTION OF NEAP REPORTS AS PRECONDITIONS FOR IDA CREDITS?

H. WHAT ARE THE SIMILARITIES/DIFFERENCES BETWEEN PROGRAMS RELATED TO SUSTAINABLE AGRICULTURE AND THOSE PROMOTING THE SUSTAINABILITY OF BIODIVERSITY?

5. AID'S NATURAL RESOURCES MANAGEMENT/ENVIRONMENT FUNDING IS CONTINUING FOR THE FORESEEABLE FUTURE AT A RATE THAT REQUIRES SUBSTANTIAL SUPPORT AND INTERACTION BETWEEN MISSIONS, COUNTERPARTS AND COLLABORATORS IF QUALITY PROJECTS AND PROGRAMS ARE GOING TO CONTINUE TO BE IMPLEMENTED. THIS WILL BE DOUBLY IMPORTANT AS THE NUMBERS OF FIELD STAFF AND ACTIVE MISSIONS ARE MODIFIED IN THE PRESENT RIGHT-SIZING ACTIVITIES.

6. YOUR ACTIVE PARTICIPATION IS VERY MUCH SOLICITED. THIS MEETING IS BEING DESIGNED TO ASSIST MISSIONS AND HOST COUNTRIES IN PARTICULAR, ITS SUCCESS THEREFORE WILL DEPEND UPON THE ATTENDANCE OF SUFFICIENT NUMBERS OF KEY MISSIONS AND THEIR RELATED TECHNICAL STAFF AND SENIOR OFFICIALS.

7. REF B CALLS FOR A SELF-CRITICAL CONFERENCE, ONE THAT IS WILLING TO REVIEW AND ADDRESS PROBLEMS, NOT JUST PROVIDE SUMMARIES OF WISHFUL THINKING. WE AGREE WITH THIS ANALYSIS AND WILL WORK HARD TO MAKE THIS CONFERENCE A HIGHLY INSTRUCTIVE EXERCISE. HOPEFULLY WE CAN ALL FLAG PROBLEMS IN DESIGN AND IMPLEMENTATION WHICH CAN FOCUS OUR UPCOMING EFFORTS TO REVISE AND REFINE ONGOING PROGRAMS, AND BETTER DESIGN NEW EFFORTS.

8. SUGGESTED INITIAL DETAILS:

A. PROPOSED TITLE: NATURAL RESOURCES POLICY IN AFRICA: AID'S EXPERIENCE IN DESIGNING AND IMPLEMENTING NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROGRAMS.

B. TIMING: COLLOQUIUM: JANUARY 17, 1994. IMPLEMENTATION CONFERENCE: JANUARY 18-19, 1994. TRAINING SESSIONS ON MONITORING TECHNIQUES AND ENVIRONMENTAL ECONOMICS, JANUARY 20-21, 1994.

C. LOCATION: AFRICA, VENUE TO BE DETERMINED {WE HAVE RECEIVED INFORMAL INDICATIONS OF INTEREST FROM FOUR MISSIONS AND ARE COMPLETING SELECTION NEGOTIATIONS}.

D. PURPOSE OF COLLOQUIUM: TO REVIEW THE ACCOMPLISHMENTS TO DATE AND LESSONS

LEARNED FROM THE IMPLEMENTATION OF AID'S NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROGRAMS, ESPECIALLY THOSE INVOLVED WITH POLICY REFORM AND/OR NATIONAL ENVIRONMENTAL ACTION PLANS {NEAPS}. TARGET AUDIENCE INCLUDES SENIOR AID MANAGEMENT, SENIOR HOST COUNTRY OFFICIALS AND WORLD BANK STAFF. TO RECOMMEND WAYS TO IMPROVE STRATEGIC IMPACT OF AID INVESTMENTS.

E. PURPOSE OF CONFERENCE: TO SHARE EXPERIENCES IN DESIGNING AND IMPLEMENTING SUCH PROGRAMS, OUTLINE KEY PROBLEMS AND CONSTRAINTS TO IMPLEMENTATION AND MONITORING AND RECOMMEND APPROACHES TO RESOLVE THESE CONSTRAINTS. TO INITIATE DIALOGUE BETWEEN COUNTRY PROGRAMS, TO DEVELOP OPPORTUNITIES FOR SITE VISITS, AND OTHER WAYS TO SHARE INFORMATION AND EXPERIENCES.

F. PURPOSE OF TRAINING SESSIONS: TO PROVIDE DETAILED SKILLS TRAINING AND SMALL DISCUSSION GROUPS TO ADDRESS SPECIFIC ISSUES AND NEEDS, RELATED TO MONITORING TECHNIQUES, DESIGN AND IMPLEMENTATION APPROACHES, OR OTHER REQUESTED ACTIVITIES. POSSIBLE SUBJECTS INCLUDE USE OF GIS FOR MONITORING, TECHNIQUES FOR MANAGING NATURAL RESOURCES MANAGEMENT/ENVIRONMENT POLICY IMPLEMENTATION, AND APPROACHES TO SUPPORT LOCAL NGO INVOLVEMENT.

G. HOSTS: AID/W/AFR/ARTS, IN CLOSE COLLABORATION WITH THE POLICY CONSULTATIVE GROUP {PCG} AND THE NATURAL RESOURCES INFORMATION CONSULTATIVE GROUP {NRICG} OF WORLD RESOURCES INSTITUTE.

H. AUDIENCE/PARTICIPANTS. PARTICIPANTS ARE TO INCLUDE THE FOLLOWING, FUNDING PERMITTING: DH {TECHNICAL SPECIALISTS, PROGRAM ECONOMISTS AND/OR SENIOR MISSION MANAGEMENT}; CONTRACT STAFF; PSCS AND FSNS INVOLVED WITH PROJECT DESIGN; HOST COUNTRY COUNTERPARTS AND OTHER SENIOR HOST COUNTRY GOVERNMENT AND NGO LEADERS; AFR/ARTS COLLABORATORS; NATIONAL ENVIRONMENT AND SUSTAINABLE ASSOCIATION (NESDA) STAFF; AND WORLD BANK REPRESENTATIVES. AID/W PARTICIPATION WILL BE LIMITED TO AFR NATURAL RESOURCES MANAGEMENT/ENVIRONMENT STAFF AND SENIOR AGENCY MANAGEMENT.

9. SELECTION OF PARTICIPANTS. WE SEEK DETAILED AND VARIED PARTICIPATION, ESPECIALLY FROM MAJOR USAID NATURAL RESOURCES MANAGEMENT/ENVIRONMENT COUNTRIES. DEMAND FOR THE CONFERENCE IS SUFFICIENTLY GREAT THAT WE WILL BE ABLE TO ACCEPT NO MORE THAN 5- 6 PARTICIPANTS FROM EACH ADDRESSEE COUNTRY.

10. IT IS NOT CLEAR AT THIS TIME WHETHER FUNDS WILL BE AVAILABLE FOR DH PARTICIPATION, BUT WE SHALL MAKE EVERY EFFORT TO SECURE SUCH FUNDING. IF AVAILABLE, WE URGE MISSIONS TO APPROVE PARTICIPATION OF AT LEAST TWO MISSION STAFF, SUCH AS THE ADO/ NRDO AND A PROGRAM ECONOMIST/SENIOR MISSION MANAGER.

11. WE WOULD HOPE THAT ALL MISSIONS WITH NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROJECTS WILL BE ABLE TO FINANCE TRAVEL OF THEIR HOST COUNTRY, CONTRACT AND PSC PARTICIPANTS FROM PROJECT FUNDS. WE WILL HAVE SOME LIMITED FUNDS AS A LAST RESORT TO SUPPORT THOSE HOST COUNTRY PARTICIPANTS FROM MISSIONS WITH LIMITED PROJECT RESOURCES, BUT WE URGE MISSIONS TO SEEK INTERNAL FUNDS FOR TRAVEL.

12. MISSIONS ARE REQUESTED TO NOTIFY AID/W OF ITS INTEREST IN PARTICIPATING, AND A TENTATIVE LIST OF THE NUMBER AND NAMES OF PARTICIPANTS THEY WISH TO NOMINATE.

13. ARTS WILL BE REQUESTING MISSIONS TO PREPARE BRIEF DESCRIPTION OF NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROJECTS, INCLUDING SUMMARY OF OBJECTIVE, PURPOSE AND PLANNED INTERVENTIONS, STATUS OF INTERVENTIONS, AND INTERMEDIATE AND

FINAL IMPACTS SO FAR. PAPER COULD ALSO NOTE PROBLEMS/ISSUES THE MISSION MIGHT WISH TO RAISE IN MORE DETAIL AT CONFERENCE. AMEX INTERNATIONAL, THE CONTRACTOR ASSISTING ARTS IN THE IMPLEMENTATION OF THE PARTS PROJECT, WILL BE SENDING TO YOU A DRAFT FORMAT FOR RESPONSES IN SEPTEL. WE WOULD NEED A HARDCOPY OR EMAIL OF THIS TEXT NO LATER THAN THE BEGINNING OF NOVEMBER TO ENSURE THE PRODUCTION OF HANDOUT MATERIALS.

14. IN ADDITION, MISSIONS ARE ENCOURAGED TO SEND TO AMEX OR HANDCARRY TO CONFERENCE A SINGLE COPY OF ANY STUDIES/PAPERS WHICH MIGHT BE OF INTEREST TO THE PARTICIPANTS. THESE PAPERS WILL BE DISPLAYED WITH SIGN-UP SHEETS AT THE CONFERENCE, AND AMEX WILL THEN COORDINATE COPYING AND DISTRIBUTION AFTER THE CONFERENCE.

15. MISSIONS ARE REQUESTED TO RESPOND ASAP TO AFR/ARTS/FARA, CONCERNING INTEREST IN CONFERENCE, TENTATIVE LIST OF PARTICIPANTS, QUERIES AND SUGGESTED TOPICS. SEPTEL WILL INCLUDE DETAILED DRAFT AGENDA.

#### **CABLE 4**

STATE 352866

SUBJECT: CONFERENCE ON NATURAL RESOURCES AND ENVIRONMENTAL POLICY IN AFRICA, JANUARY 18-22, 1994; CABLE NO. FOUR: STATUS AND DRAFT AGENDA

REF: {A} STATE 278377 {B} STATE 304032 {C} CONAKRY 6247

1. SUMMARY: THIS IS AN ACTION CABLE. PLEASE SEE PARA 7. THIS CABLE UPDATES THE STATUS OF SUBJECT CONFERENCE, AND OUTLINES A PROPOSED REVISION TO THE DRAFT AGENDA, CONFERENCE DATES AND ORDER OF EVENTS. MISSION COMMENTS ARE REQUESTED.

2. PARTICIPATION. FIELD RESPONSE HAS BEEN EXTRAORDINARY, AND COMMENTS AND SUGGESTIONS THOUGHTFUL AND CONSTRUCTIVE. AS OF THE DATE OF THIS CABLE WE HAVE RECEIVED POSITIVE CABLE, EMAIL AND TELECON RESPONSES FROM THE FOLLOWING FIELD MISSIONS AND OFFICES: USAID KENYA, MALAWI, BOTSWANA, MALI, SENEGAL, GAMBIA, ZIMBABWE, MADAGASCAR, NIGER, NAMIBIA, AND GUINEA, REDSO/ESA AND REDSO/WCA, THE USAID CLUB DU SAHEL OFFICE, AS WELL AS USAID ECUADOR. WE LOOK FORWARD TO HEARING FROM ALL OTHER ADDRESSEE MISSIONS, IN PARTICULAR USAID UGANDA, WHO ARE IMPLEMENTING MAJOR NRM POLICY PROGRAMS AND WHOSE PRESENCE AT THE CONFERENCE WOULD BE AN INVALUABLE CONTRIBUTION.

3. IN ADDITION WE EXPECT TO HAVE PARTICIPATION FROM SEVERAL OTHER INVOLVED USG ENTITIES INCLUDING EPA, THE PEACE CORPS, USGS, GODDARD SPACE FLIGHT CENTER, US FOREST SERVICE AND USDA, FROM THE WORLD BANK, THE MULTIDONOR SECRETARIAT, THE STAFF OF NESDA {THE NETWORK FOR THE ENVIRONMENT AND SUSTAINABLE DEVELOPMENT IN AFRICA}, WWF, AWF, CARE AND OTHER IMPLEMENTING NGOS, MEMBERS FROM WRI'S POLICY AND CONSULTATIVE GROUP AND NATURAL RESOURCES INFORMATION SYSTEMS CONSULTATIVE GROUP, AND THE BSP PROJECT'S BIODIVERSITY ADVISORY PANEL, AS WELL AS TECHNICAL SPECIALISTS FROM THE KEY CONTRACTORS AND GRANTEES INVOLVED WITH THE BUREAU'S AND MISSIONS' NRM ANALYTIC AGENDA AND PROGRAMS.

4. AT THE PRESENT TIME THE TENTATIVE PARTICIPANT LIST FROM THE FIELD INCLUDES THE FOLLOWING:

- 21 HOST COUNTRY REPRESENTATIVES FROM 14 COUNTRIES
- 12 PSCS AND FSNS FROM 8 COUNTRIES

- 22 CONTRACTOR STAFF FROM 13 COUNTRIES
- 19 NGOS FROM 15 COUNTRIES
- 6 OTHER REGIONAL OR WORLD BANK STAFF

TENTATIVE DH PARTICIPATION, CONTINGENT ON THE AVAILABILITY OF FUNDS, INCLUDES STAFF FROM 17 COUNTRIES. STATUS OF SENIOR AID/W PARTICIPATION WILL BE CONFIRMED AT A LATER DATE.

#### 5. TIMING/LOCATION, OBJECTIVE, CONFERENCE STRUCTURE AND WEEK SUMMARY.

##### {A} TIMING/LOCATION

DATE: JANUARY 18-22, 1994 {PLEASE NOTE THAT THIS CONFERENCE WILL START ONE DAY LATER, TUESDAY, JAN. 18, TO PERMIT ARRIVAL OF SOME PARTICIPANTS ON SWISSAIR OR SABENA FLIGHTS SCHEDULED FOR MONDAY. THE 22ND IS AN ADDITIONAL DAY TO TAKE INTO ACCOUNT POSSIBLE FIELD TRIPS AND SITE VISITS, AND THE REVISED CONFERENCE STRUCTURE, OUTLINED BELOW}.

LOCATION: KAIRABA HOTEL, BANJUL, THE GAMBIA

##### {B} OBJECTIVE

-TO REVIEW THE ACCOMPLISHMENTS TO DATE AND LESSONS LEARNED FROM THE IMPLEMENTATION OF USAID'S NATURAL RESOURCES MANAGEMENT/ENVIRONMENT PROGRAMS, ESPECIALLY THOSE INVOLVED WITH POLICY REFORM AND/OR NATIONAL ENVIRONMENTAL ACTION PLANS {NEAPS}.

-TO SHARE EXPERIENCES IN DESIGNING AND IMPLEMENTING SUCH PROGRAMS, OUTLINE KEY PROBLEMS AND CONSTRAINTS TO IMPLEMENTATION AND MONITORING AND RECOMMEND APPROACHES TO RESOLVE THESE CONSTRAINTS.

-TO INITIATE DIALOGUE BETWEEN COUNTRY PROGRAMS, TO DEVELOP OPPORTUNITIES FOR CROSS-COUNTRY SITE VISITS AND OTHER WAYS TO SHARE INFORMATION AND EXPERIENCES.

-TO PROVIDE DETAILED SKILLS TRAINING AND SMALL DISCUSSION GROUPS TO ADDRESS SPECIFIC ISSUES AND NEEDS, RELATED TO MONITORING TECHNIQUES, DESIGN AND IMPLEMENTATION APPROACHES, OR OTHER REQUESTED ACTIVITIES.

##### {C} CONFERENCE STRUCTURE

IN RESPONSE TO FIELD RESPONSE TO CONFERENCE CABLE NUMBER TWO, STATE 278377, THE CONFERENCE WILL NOT BE DIVIDED INTO THREE COMPONENTS, AND WILL HAVE MORE FOCUS ON COUNTRY PROGRAMS.

GIVEN THE DIVERSE AUDIENCE AND INTEREST EXPRESSED FROM A WIDE RANGE OF ORGANIZATIONS, WE HAVE TRIED TO DEVELOP AN AGENDA WHICH WILL OPTIMIZE THIS DIVERSITY, FOCUS MOST OF THE CONFERENCE ON PRACTICAL EXPERIENCES LEARNED BY MISSIONS AND IMPLEMENTORS INVOLVED WITH EXISTING AFR NRM PROGRAMS, BUT STILL PROVIDE A WIDE RANGE OF OTHER OPTIONAL ACTIVITIES AFTER HOURS AND ON FRIDAY AND SATURDAY FOR THOSE INTERESTED IN MORE DEPTH.

THE CONFERENCE WILL FOCUS ON LEARNING FROM COUNTRY EXPERIENCE IN THE DESIGN AND IMPLEMENTATION OF USAID NATURAL RESOURCES AND ENVIRONMENTAL PROGRAMS. IT WILL INCLUDE A CORE PERIOD OF TIME DEVOTED TO WORKGROUPS AND PANELS {INCLUDING CASE STUDIES AND TECHNICAL TOPICS}. IN ADDITION WE WILL HAVE POSTER SESSIONS, AD HOC



WORKGROUPS, OPTIONAL EVENING PRESENTATIONS, HANDS-ON MEETINGS ON SPECIFIC TOOLS AND TECHNIQUES, AND FIELD VISITS.

{D} SUMMARY OF THE WEEK

MONDAY THROUGH THURSDAY:

CASE STUDIES, TOPICAL SESSIONS, PANELS, AND SMALL WORKGROUP SESSIONS ON PROBLEM DEFINITION AND ACTION IDENTIFICATION. THE WORKGROUP SESSIONS, FOCUSING ON THE EXPERIENCE OF USAID MISSIONS, GOVERNMENTS, NGOS AND CONTRACTORS IN DESIGNING AND IMPLEMENTING AID-FUNDED NRM PROGRAMS, WILL BE STRUCTURED AROUND SIX THEMES:

- PARTICIPATION, DEMOCRACY/GOVERNANCE
- SUSTAINABILITY {FINANCIAL, SOCIOECONOMIC, INSTITUTIONAL AND BIO-PHYSICAL}
- INSTITUTIONS, INCLUDING POLICY PLANNING ENTITIES
- NATIONAL AND LOCAL PLANNING
- THE DEVELOPMENT AND ADAPTATION OF TECHNOLOGIES
- IMPACT MONITORING AND ASSESSMENT

ILLUSTRATIVE TOPICAL SESSIONS INCLUDE:

- NRM POLICY REFORM AND STRUCTURAL ADJUSTMENT
- NPA, CONDITIONALITIES AND OTHER USAID DESIGN AND IMPLEMENTATION ISSUES
- FOREST CODE AND TENURE REFORM
- ECONOMIC ANALYSIS OF NRM
- INTEGRATED CONSERVATION AND DEVELOPMENT PROJECTS {ICDPS}
- IMPACT MONITORING SYSTEMS
- PVO GRANTS PROGRAMS
- ENDOWMENTS AND TRUST FUNDS

ILLUSTRATIVE PANEL SESSIONS INCLUDE:

- PARTICIPATION IN POLICY REFORM
- RISK MANAGEMENT AND HYPOTHESIS TESTING AS A PART OF NRM PROGRAMS
- POLICY INITIATIVES - THE LINK BETWEEN NATIONAL ENVIRONMENTAL PLANNING AND NATIONAL PLANNING FOR SUSTAINABLE DEVELOPMENT
- THE REORGANIZATION OF AID AND ITS IMPLICATIONS FOR NRM PROGRAMS IN AFRICA

FRIDAY:

HANDS-ON SKILL BUILDING CONCURRENT TECHNICAL SESSIONS, SUCH AS GIS/GPS AND PRA APPLICATIONS, MONITORING AND ASSESSMENT TECHNIQUES, TOOLS, FOR ECONOMIC ANALYSIS OF NRM PROGRAMS, SIMULATION EXERCISES, SUCH AS IMPLEMENTING POLICY REFORMS, AND OTHER TOPICS.

SATURDAY:

CONTINUATION OF HANDS-ON SESSIONS, AS WELL AS FIELD SITE VISITS.

## 6. LOGISTICS.

{A} WE NOW PLAN TO RESERVE BUS TRANSPORTATION FOR TRAVELLERS LANDING IN DAKAR. ALL TRAVELLERS ARE REMINDED TO MAKE AIR BOOKING ASAP.

{B} FOR ALL USAID DIRECT HIRES, CONTRACTORS, AND INVITEES OF MISSIONS, YOU WILL BE RESPONSIBLE FOR MAKING YOUR OWN ARRANGEMENTS FOR GETTING TO AND LEAVING BANJUL. ARTS/FARA-AMEX CAN ASSIST YOU IN IDENTIFYING SUGGESTED ROUTINGS FOR YOUR TRAVEL

TO AND FROM BANJUL. LOGICAL TRANSIT POINTS FOR FLIGHTS DIRECT INTO BANJUL INCLUDE ABIDJAN, ACCRA AND DAKAR. DAKAR IS THE LEAST DESIRABLE, DUE TO WINTER TOURIST TRAFFIC FROM EUROPE, AND THE LIMITED SEATS AVAILABLE FROM DAKAR TO BANJUL. PLEASE MAKE YOUR TRAVEL ARRANGEMENTS AS SOON AS POSSIBLE TO ARRIVE AT THE CONFERENCE SITE NO LATER THAN MONDAY NIGHT, JAN. 17, 1994, AND LEAVE NO EARLIER THAN SATURDAY NIGHT, JAN. 22, 1994.

#### VISAS/THE GAMBIA:

AMERICAN CITIZENS WILL NEED TO OBTAIN A GAMBIAN VISA BEFORE ARRIVAL. THESE CAN BE OBTAINED AT GAMBIAN EMBASSIES/HIGH COMMISSIONS IN DAKAR, LONDON, FREETOWN AND LAGOS. FOR ALL CITIZENS OF COMMONWEALTH AND ECOWAS/CEDEAO COUNTRIES, VISAS TO THE GAMBIA ARE NOT REQUIRED, HOWEVER YOU WILL NEED TO TRAVEL WITH YOUR PASSPORT FOR IDENTIFICATION PURPOSES.

IF YOU NEED A VISA AND ARE UNABLE TO OBTAIN ONE IN YOUR COUNTRY, AFR/ARTS/FARA CONTRACTOR, AMEX INTERNATIONAL, WILL ASSIST YOU IN OBTAINING ONE. THIS VISA WILL BE ISSUED AT THE BANJUL/YUNDUM AIRPORT UPON ARRIVAL. TO HAVE ACCESS TO THIS SERVICE, TRAVELERS NEED TO FAX THE FOLLOWING INFORMATION TO MS. HAOUA TRAORE/AMEX {703} 235-3805 AS SOON AS POSSIBLE:

- FIRST AND LAST NAME
- ESTIMATED ARRIVAL AND DEPARTURE TIME
- COPY OF PAGE FROM PASSPORT WITH DATE/PLACE OF BIRTH, CITIZENSHIP AND GENDER
- ORGANIZATION YOU ARE AFFILIATED WITH.

#### VISAS/SENEGAL:

AFTER REVIEWING TRAVEL OPTIONS, WE URGE YOU TO GIVE PRIORITY TO FLIGHTS THAT STOP IN BANJUL. THE DELAY OF THE CONFERENCE BY ONE DAY IS DESIGNED IN PART TO FACILITATE ARRIVAL IN BANJUL. FOR TRAVELERS WHO STILL PLAN TO BE TRANSITING DAKAR, PLEASE BE FOREWARNED THAT TRAVELERS OFTEN GET BUMPED OFF OF THE DAKAR-BANJUL FLIGHT. THEREFORE A VISA FOR SENEGAL WILL BE NECESSARY. AMERICANS AND MEMBERS OF ECOWAS/CEDEAO COUNTRIES DO NOT NEED VISAS. ALL OTHER TRAVELERS SHOULD OBTAIN VISAS. SENEGALESE EMBASSIES ARE LOCATED IN WASHINGTON DC, BOTSWANA, CAMEROON, COTE D'IVOIRE, GUINEA, MADAGASCAR, MALI, NIGER, RWANDA, THE GAMBIA, UGANDA, ZIMBABWE. IF YOU WILL BE TRANSITING DAKAR, ARTS/FARA-AMEX SHOULD BE WARNED WELL IN ADVANCE SO ALTERNATE ARRANGEMENTS CAN BE PREPARED IF YOU GET BUMPED OFF OF THE DAKAR-BANJUL FLIGHT. IF YOU ARE IN THIS CATEGORY, PLEASE PLAN ON TRAVELING AT LEAST 1-2 DAYS EARLY SO THAT ROAD TRAVEL CAN BE ARRANGED THROUGH SENEGAL TO BANJUL.

IF YOU NEED A VISA AND ARE UNABLE TO OBTAIN ONE IN YOUR COUNTRY, AFR/ARTS/FARA CONTRACTOR, AMEX INTERNATIONAL, WILL ASSIST YOU IN OBTAINING ONE. THIS VISA WILL BE ISSUED AT THE DAKAR/YOFF AIRPORT UPON ARRIVAL. TO HAVE ACCESS TO THIS SERVICE, TRAVELERS NEED TO FAX THE FOLLOWING INFORMATION TO MS. HAOUA TRAORE/AMEX {703} 235-3805 AS SOON AS POSSIBLE:

- FIRST AND LAST NAME
- ESTIMATED ARRIVAL AND DEPARTURE TIME
- COPY OF PAGE FROM PASSPORT WITH DATE/PLACE OF BIRTH, CITIZENSHIP AND GENDER
- ORGANIZATION YOU ARE AFFILIATED WITH.

{C} COUNTRY CLEARANCE, HOTEL AND TRAVEL RESERVATIONS. FOR ALL TRAVELLERS, ALL REPEAT ALL REQUESTS FOR COUNTRY CLEARANCE ARE TO BE SENT TO AFR/ARTS/FARA AND/OR

AMEX, WHICH WILL THEN RETRANSMIT THESE REQUESTS IN A UNIFIED PACKAGE TO USAID BANJUL. TO THE EXTENT POSSIBLE ALL MISSIONS ARE REMINDED TO AVOID SENDING ANY CABLE OR EMAIL TRAFFIC TO USAID GAMBIA CONCERNING TRAVEL OR HOTEL RESERVATIONS, COUNTRY CLEARANCE OR RELATED MATTERS. ALL SUCH REQUESTS MUST BE RELAYED VIA AMEX, ART/FARA. IN YOUR REQUEST FOR COUNTRY CLEARANCE, PLEASE INCLUDE ETA, ETD AND TRAVEL ITINERARY FOR EACH PARTICIPANT. IF POSSIBLE, PLEASE DO NOT BOOK HOTEL SPACE SEPARATELY, TO AVOID CONFUSION WITH BLOCKED ROOMS. IT MAY NOT BE POSSIBLE FOR TRAVELLERS TO GET THE USAID PER DIEM RATE UNLESS THE BOOKINGS ARE MADE THROUGH AMEX.

#### 7. ACTIONS REQUESTED.

{A} PARTICIPANT LIST. GIVEN THE INITIAL RESPONSE TO THIS CONFERENCE, WE EXPECT TO COME CLOSE TO THE TOTAL AMOUNT OF PARTICIPANTS INITIALLY ESTIMATED AND PRE-RESERVED IN HOTELS IN BANJUL. THEREFORE WE URGE ALL MISSIONS TO CONTACT US ASAP WITH CANDIDATE PARTICIPANT NAMES. AGAIN, WE CANNOT ENSURE SPACE FOR MISSIONS RESPONDING AFTER NOVEMBER 15, 1993.

{B} FOR USAID KIGALI: WE WOULD APPRECIATE MISSION CONSIDERATION OF PARTICIPATION BY HOST COUNTRY REPRESENTATIVE INVOLVED WITH NEAP, AND DAN CLAY OF MSU WHO COULD PROVIDE EXCELLENT INPUT ON NRM-POPULATION DYNAMICS LINK.

{C} DOCUMENTATION: AROUND NOV. 4 WE WILL BE FAXING PROJECT SUMMARY SHEETS TO MISSIONS. PLEASE FILL THEM OUT AND FAX THEM BACK TO US BEFORE NOV 22. OTHER BACKGROUND MATERIAL SHOULD BE SENT TO AFR/ARTS/FARA CONTRACTOR, AMEX INTERNATIONAL, 1111 N. 19TH STREET, ROSSLYN, VA 22209, BEFORE DECEMBER 10, 1993. FOLLOWING IS AN OUTLINE OF PRESENTATIONAL MATERIAL WE WOULD LIKE TO RECEIVE:

- SUMMARY SHEET FOR EACH PROJECT/PROGRAM
- COPY OF QUARTERLY REPORTS, IF AVAILABLE
- COPY OF PAPERS/STUDIES OF RELEVANCE TO CONFERENCE AGENDA
- OTHER BACKGROUND MATERIAL BY NGOS, GOVERNMENTS AND OTHER DONORS OF POTENTIAL INTEREST TO CONFERENCE ORGANIZERS.

{D} ALL MISSIONS INTERESTED IN ACTIVE PARTICIPATION BY INVITEES, OR BELIEVE THAT CERTAIN COUNTRY PARTICIPANTS COULD MAKE KEY CONTRIBUTION TO A PARTICULAR TOPIC, ARE REQUESTED TO LET ARTS/FARA KNOW ASAP. WE ALREADY HAVE A RANGE OF TOPICS THAT HAVE BEEN REQUESTED, INCLUDING AN EMPHASIS ON SUSTAINABILITY OF USAID NRM PROGRAMS, THE DIFFICULTIES IN IMPLEMENTING NRM POLICY NPA CONDITIONALITIES, AND THE EXPERIENCE WITH NEAPS. THIS CONFERENCE IS DESIGNED EXPLICITLY TO ASSIST MISSIONS; YOUR VIEWS, ADDITIONS AND SUGGESTED CHANGES IN THE GENERAL ILLUSTRATIVE AGENDA OUTLINED ABOVE WOULD BE VERY MUCH APPRECIATED.

### REPORTING CABLE

BANJUL 00510

SUBJECT: AFRICA BUREAU NATURAL RESOURCES AND ENVIRONMENTAL POLICY CONFERENCE  
{BANJUL, THE GAMBIA JANUARY 18-22, 1994} SUMMARY REPORTING CABLE

REF: 1. 93 STATE 352866 2. BANJUL 0058

1. THIS CABLE SUMMARIZES THE AFRICA BUREAU CONFERENCE ON NATURAL RESOURCES AND ENVIRONMENTAL POLICY, HELD IN BANJUL, THE GAMBIA, JANUARY 18-22, 1994. A NUMBER OF IMPORTANT FINDINGS AND RECOMMENDATIONS ARE DISCUSSED IN THE BODY OF THIS CABLE. LATER CABLES WILL PROVIDE DETAILED OVERVIEW OF THE CONFERENCE AND SUBJECT-SPECIFIC COMMUNICATIONS. OBJECTIVES AND AGENDA ARE PRESENTED IN REF 1.

2. PROTECTING THE ENVIRONMENT WHILE ACHIEVING BROAD-BASED SUSTAINABLE AND EQUITABLE ECONOMIC GROWTH IN AFRICA WAS THE FOCUS OF THE CONFERENCE. THE CONFERENCE WAS ATTENDED BY OVER 150 PARTICIPANTS FROM OVER 15 AFRICAN COUNTRIES INDIVIDUALS WHO ARE RESPONSIBLE FOR IMPLEMENTING MOST OF USAID'S USD 350 MILLION LIFE OF PROJECT PORTFOLIO OF ENVIRONMENTAL AND NATURAL RESOURCES PROJECTS IN AFRICA. THE PARTICIPANTS REVIEWED USAID'S EXPERIENCE TO DATE IN ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT (NRM) AND DEVELOPED STRATEGIES AIMED AT INCREASING THE EFFICIENCY AND EFFECTIVENESS OF USAID'S IMPORTANT INVESTMENT IN THIS AREA.

3. EIGHT USAID MISSIONS (BOTSWANA, GAMBIA, GUINEA, MADAGASCAR, NIGER, SENEGAL, UGANDA AND ZIMBABWE) SENT FULL COUNTRY TEAMS CONSISTING OF DIRECT HIRE AND/OR PERSONAL SERVICES CONTRACTOR PROJECT MANAGERS, GOVERNMENTAL AND NON-GOVERNMENTAL COUNTERPARTS, AND IMPLEMENTING ENTITIES. SEVEN OTHER AFRICAN COUNTRIES (CAMEROON, COTE D'IVOIRE, GHANA, KENYA, MALI, MOZAMBIQUE AND RWANDA) WERE ALSO REPRESENTED WITH SMALLER DELEGATIONS. USAID/W WAS REPRESENTED BY STAFF FROM AFR/ARTS/FARA, AFR/CCWA, AFR/ONI, PPC, G/R&D/ENR, AND G/R&D/EID. COLLABORATING PROJECTS AND PROGRAMS LINKED TO THE AFRICA BUREAU ANALYTIC AGENDA WERE INSTRUMENTAL IN ASSISTING RSSA STAFF ASSIGNED TO ARTS/FARA AND G/R&D/EID IN RUNNING THE CONFERENCE. AMEX INTERNATIONAL PROVIDED OVERALL ADMINISTRATIVE AND LOGISTICS SUPPORT. SEE ALSO REF 2.

4. WORLD RESOURCES INSTITUTE (WRI) PLAYED A KEY ROLE IN ASSISTING IN THE DESIGN AND IMPLEMENTATION OF THE CONFERENCE, IN PARTICULAR THROUGH THE WORK OF ITS POLICY CONSULTATIVE GROUP (PCGI, AND THE NATURAL RESOURCES INFORMATION CONSULTATIVE GROUP (NRICGI. TOM FOX OF WRI CHAIRED A SYNTHESIS COMMITTEE, COMPOSED OF LANCE JEPSON, USAID/SENEGAL; BOB WINTERBOTTOM, ASDG 11 PROJECT, NIGER; ASIF SHAIKH, PCG/INTERNATIONAL RESOURCES GROUP; AND ABDOULAYE SAWADO, PCG/NESDA. THIS COMMITTEE'S CONCLUSIONS FORM THE BASIS OF MANY OF THE CONCLUSIONS THAT FOLLOW.

5. AGENDA: THE CONFERENCE FOCUSED ON LEARNING FROM COUNTRY EXPERIENCE IN THE DESIGN AND IMPLEMENTATION OF USAID NATURAL RESOURCES AND ENVIRONMENTAL PROGRAMS, IN ORDER TO IMPROVE EFFECTIVENESS OF PRESENT AND FUTURE PROGRAMS. EMPHASIS WAS ON SMALL GROUP DISCUSSIONS, WITH SUPPORTING PANEL DISCUSSIONS. THERE WERE ALSO POSTER SESSIONS, AD HOC WORK GROUPS, OPTIONAL EVENING PRESENTATIONS, HANDS-ON MEETINGS ON SPECIFIC TOOLS AND TECHNIQUES, AND FIELD VISITS.

#### 6. STRATEGIC PLANNING AND ORGANIZATIONAL FINDINGS:

A. THE COMING OF AGE OF NRM PROGRAMS: FIVE YEARS AGO, THERE WERE FEW NRM AND ENVIRONMENTAL PROGRAMS THAT WERE STRATEGICALLY INTEGRATED INTO USAID FIELD MISSIONS. NOW, NOT ONLY HAS THE BUREAU OBLIGATED OVER \$350 MILLION IN FUNDS IN NRM PROGRAMS, BUT MANY OF THESE PROGRAMS ARE INTEGRAL COMPONENTS OF MISSION STRATEGIES, PUTTING IN PLACE CONDITIONS FOR LONG TERM SUSTAINABLE DEVELOPMENT. THE CHALLENGE FOR USAID IS TO BUILD UPON THIS EXPERIENCE AND TO WORK AGGRESSIVELY TO CHANGE THOSE THINGS THAT MAKE IT DIFFICULT FOR US TO MOVE BEYOND WHERE WE ARE NOW. USAID/W, REGIONAL AND CENTRAL BUREAUS AND MISSIONS HAVE COME TO VIEW ENVIRONMENTAL AND NRM PROGRAMS IN AFRICA TO BE NECESSARY COMPONENTS OF AN INTE-

GRATED SUSTAINABLE DEVELOPMENT STRATEGY, AND NOT JUST A POLITICALLY CORRECT ENTITLEMENT.

B. G/AFR PARTNERSHIP. OVER THE LAST SEVERAL YEARS, THE AFRICA BUREAU AND ITS MISSIONS, PPC, AND THE GLOBAL BUREAU AND ITS PREDECESSORS HAVE WORKED CLOSELY TOGETHER, IN IMPLEMENTING THE BUREAU'S ANALYTIC AGENDA RELATED TO THE ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT (NRM). THIS INTERDEPENDENT AND COOPERATIVE APPROACH, DRAWING UPON THE RELATIVE STRENGTHS AND MANDATES OF ALL RELEVANT BUREAUS, HAS ENABLED A MORE EFFECTIVE IMPLEMENTATION OF THE E/NRM PORTFOLIO IN AFRICA. WE BELIEVE THAT THIS ROLE, WITH AFR LEADERSHIP IN CONJUNCTION WITH GLOBAL BUREAU PROGRAMS AND PROJECTS, CAN CONTINUE TO HAVE A MAJOR IMPACT ON NRM PROGRAMS.

C. E/NRM PROGRAMS AND STRATEGIES. AFR'S E/NRM PROGRAMS AND THE AGENCY'S NEW STRATEGIES ARE CONSISTENT. MANY OF THE PRINCIPLES OF THE PLAN FOR NATURAL RESOURCES MANAGEMENT (PNRM) AND THE DEVELOPMENT FUND FOR AFRICA (DFA) THAT DEFINE USAID'S E/NRM PORTFOLIO IN AFRICA ARE NOW BEING APPLIED AGENCY-WIDE AND ARE EMBODIED IN THE NEW AGENCY STRATEGIES AND IMPLEMENTATION GUIDELINES. IN PARTICULAR, THE PNRM'S EMPHASIS ON ENVIRONMENTAL QUALITY AS A COMPONENT OF SUSTAINABLE DEVELOPMENT, RATHER THAN SOLELY AS AN END IN ITSELF, AND AN EMPHASIS ON SUSTAINABLE INCREASES IN AGRICULTURAL PRODUCTIVITY WERE ALL KEY FEATURES. CONFERENCE PARTICIPANTS BELIEVED THESE WERE REFLECTED IN THE ENVIRONMENTAL GUIDELINES, ALTHOUGH THE DRAFT GUIDELINES SHOULD BE REVISED TO MORE EXPLICITLY SUBSUME THESE POINTS.

D. NRM AND ENVIRONMENTAL PROGRAMS, DUE TO THEIR COMPLEXITY, UNCERTAIN AND EVOLVING LINKAGES AND CAUSALITIES, AND LONG TIME FRAMES, PUT EXTREME PRESSURE ON USAID'S EXISTING WAY OF DOING BUSINESS. SUCCESS IN THE FIELD REQUIRES UNUSUAL PATIENCE; LONGER TIME FRAMES ARE NEEDED, AND FLEXIBILITY IN IMPLEMENTATION. WAYS ARE REQUIRED FOR CONTRACTORS, PVOS, AND USAID MISSIONS TO BE REWARDED FOR THEIR ABILITY TO RESPOND TO CHANGE, LEARN FROM FALSE STARTS AND ASSESS CHANGING CIRCUMSTANCES.

## 7.FINDINGS ON CONDITIONS AND POLICIES

A. THE IMPORTANCE OF GETTING CONDITIONS RIGHT. NRM PROGRAMS IN AFRICA ARE INCREASINGLY BASED ON THE CONCEPT OF PUTTING IN PLACE CONDITIONS THAT WILL LEAD TO LONG TERM CHANGE. PROGRAM IMPACT THEREFORE MUST GO BEYOND SIMPLY COUNTING INDIVIDUAL CHANGE TOWARDS CONSIDERING THE PROSPECTS FOR THAT CHANGE TO BECOME MORE BROAD-BASED.

B.NEED FOR GLOBAL ISSUES ENTRY POINTS: THE OWNERSHIP OF NRM PROGRAMS BY RECIPIENT COUNTRIES OF USAID AND LOCAL POPULATIONS IS CRUCIAL FOR THEIR PLANNING AND IMPLEMENTATION. SOME OF THE GLOBAL PRIORITIES OF USAID (GLOBAL CLIMATE CHANGE (GCC) EMISSIONS, AND BIODIVERSITY "HOTSPOTS") ARE DIFFICULT FOR AFRICAN COUNTRIES TO INTERNALIZE. GCC DEVELOPMENTAL IMPACTS AND ECOSYSTEM MANAGEMENT MAY BE THE "ENTRY POINTS" TO START RAISING AWARENESS AND PROMOTING DIALOGUE AND PARTICIPATION.

## 8.FINDINGS ON PARTICIPATION AND PVOS/NGOS:

A.PARTICIPATION IS OFTEN A NECESSARY COMPONENT OF NRM PROGRAMS, BUT IT IS SELDOM SUFFICIENT. IT ALSO CAN BE MISCONSTRUED AS AN END IN ITSELF; CARE MUST BE TAKEN TO ENSURE THAT THE ULTIMATE OBJECTIVE - ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT - IS MAINTAINED.

B. DEMOCRACY AND GOVERNANCE ISSUES ARE CENTRAL ASPECTS OF MOST NRM PROGRAMS, BUT IT IS NOT CLEAR THAT INCREASED LOCAL GOVERNANCE, BY ITSELF, NECESSARILY LEADS TO THE BETTER MANAGEMENT OF NATURAL RESOURCES.

C. EQUITY/GENDER/POWER ISSUES BECOME NOT ONLY IMPORTANT FOR AN EQUITABLE DISTRIBUTION OF BENEFITS, BUT ALSO ESSENTIAL FOR DURABLE SUCCESS THROUGH PARTICIPATION OF STAKEHOLDERS.

D. LOCAL COMMUNITIES. FOR USAID TO CONTINUE AND EXPAND ITS FOCUS ON PARTICIPATION, IT MUST DEVELOP MORE EFFECTIVE WAYS TO CHANNEL FUNDS TO LOCAL COMMUNITIES, AND USAID MUST DEVELOP MECHANISMS WHICH TRANSFER TO LOCAL COMMUNITIES GREATER CONTROL OVER THE FUNDS RECEIVED.

E. AS TO THE ROLE OF NGOS AND PVOS, MOST PARTICIPANTS VIEW THESE GROUPS AS BEING ESSENTIAL TO IMPLEMENTING NRM PROGRAMS. HOWEVER, THERE STILL WAS SOME DIFFERENCE OF OPINION AS TO THE POTENTIAL LIMIT FOR SUCH GROUPS; A SIGNIFICANT PORTION OF PARTICIPANTS FELT THAT, AS WITH PARTICIPATION, PVOS AND NGOS ARE NOT A PANACEA. IN MANY INSTANCES THEY MAY SUPPLEMENT BUT NOT REPLACE LOCAL GOVERNMENTS, AND CAN BE OVER-EXTENDED BOTH TECHNICALLY AND ADMINISTRATIVELY. THIS IS PARTICULARLY THE CASE WHEN NGOS ARE ASKED TO GO BEYOND THEIR TRADITIONAL SUBJECT MATTER OR APPROACH, AS MAY BE THE CASE, FOR INSTANCE, WITH BIODIVERSITY PROGRAMS THAT TAKE ON SUSTAINABLE DEVELOPMENT ISSUES. THERE IS ALSO SIGNIFICANT VARIANCE AMONG NGOS/ PVOS IN CAPACITY, OBJECTIVE, AND CONSTITUENCY.

F. SEVERAL NRM PROGRAMS IN AFRICA WHICH HAD BEEN DESIGNED TO BE IMPLEMENTED SUBSTANTIALLY THROUGH THE EXISTING FIELD-BASED NGO COMMUNITY HAVE HAD TO BE REDESIGNED TO INCLUDE A CAPACITY-BUILDING COMPONENT, FOR BOTH INDIGENOUS AS WELL AS INTERNATIONAL NGOS AND PVOS. OVERALL, THE INTEREST IN WORKING WITH AND THROUGH NGOS AND PVOS HAS NOT CHANGED, BUT PROGRAMS SHOULD NOT ASSUME EXISTENCE OF SUFFICIENT CAPACITY IN THE FIELD TO IMPLEMENT MAJOR NGO/PVO PROGRAMS.

G. IT IS CLEAR THAT THE IMPLEMENTATION OF NRM PROGRAMS MAY GENERATE CONSIDERABLE TENSION AND MISUNDERSTANDINGS BETWEEN USAID MISSIONS AND THEIR PVO/NGO PARTNERS. DIFFERENCES OF OPINION EXIST AS TO TECHNICAL APPROACH, MANAGEMENT REQUIREMENTS AND OTHER ISSUES, MANY OF WHICH COULD BE WORKED OUT AMICABLY IF A PROPER NEUTRAL VENUE WERE AVAILABLE. THERE IS A CLEAR NEED FOR SOME FORA TO PROVIDE PEER REVIEW, INFORMAL DISCUSSION, DEBATE, AND COMMUNICATION, AVAILABLE TO PVO/NGOS AND USAID MISSIONS AS PART OF THE COLLABORATIVE RELATIONSHIP BETWEEN USAID AND GRANTEES. HOWEVER FORMULATED, IT IS RECOMMENDED THAT USAID/W, POSSIBLY WITH THE AMERICAN COUNCIL ON VOLUNTARY FOREIGN ASSISTANCE (CVFA), TACKLE THIS PROBLEM IMMEDIATELY.

9. PROCESS AND USAID PROCEDURES FINDINGS AND RECOMMENDATIONS: PARTICIPANTS CONCURRED WITH THE NEED FOR MANY OF THE INSTITUTIONAL REFORMS UNDER DISCUSSION WITHIN USAID/W, AND BELIEVE THAT NRM PROGRAMS PROVIDE EXCEPTIONALLY CLEAR EXAMPLES OF THE WEAKNESSES ENCOUNTERED WITH EXISTING SYSTEMS.

A. ANALYTIC RIGOR: THE QUALITY OF ANALYSIS AND PROGRAMMING NEEDS TO BE IMPROVED OVER THE LONG TERM, REQUIRING SUBSTANTIALLY MORE EFFORT IN IMPROVING THE QUALITY AND QUANTITY OF TRAINED FIELD STAFF, BUILDING ADDITIONAL PEER REVIEW AND ARBITRATION MECHANISMS, AND SUPPORTING ACTION AND APPLIED RESEARCH WHICH IS FIRMLY EMBEDDED IN FIELD EXPERIENCES. THE CONFERENCE DISCUSSED IMPROVING THE LOGIC AND TRANSPARENCY OF ANALYSIS, AND ACTIONS, IN PART THROUGH THE IMPACT MONITORING PROCESS. RIGOR, LOGIC AND TRANSPARENCY SHOULD BE CHARACTERISTICS OF ALL NRM PROGRAMS, BE THEY INDIGENOUS PVO LOCAL CURRENCY GRANTS OR DOLLAR FUNDED CONTRACTS;

IT NEED NOT REQUIRE COMPLEX, EXPENSIVE MANAGEMENT SYSTEMS. IT DOES HOWEVER REQUIRE BETTER TRAINED TECHNICAL STAFF, AND MORE USE OF APPLIED ECONOMICS AND OTHER SOCIAL SCIENCE SKILLS THROUGHOUT THE DESIGN AND IMPLEMENTATION PROCESS.

B. TIME NEEDED TO DESIGN PROGRAMS, AND ITS IMPACT ON PARTNERSHIPS: WHILE IT IS COMMENDABLE THAT USAID/W WISHES TO LIMIT THE AMOUNT OF TIME NEEDED TO DESIGN PROGRAMS, CARE MUST BE TAKEN TO ENSURE SUFFICIENT TIME TO BUILD CONSENSUS AND DEVELOP THE PARTNERSHIP RELATIONSHIPS WHICH ARE NEEDED IN ORDER TO SUCCESSFULLY IMPLEMENT NRM PROGRAMS.

C. SKILL MIX AND STAFFING: MOST NRM PROGRAMS IN AFRICA ARE COMPLEX, OFTEN INCLUDING NON-PROJECT ASSISTANCE (NPA) CONDITIONALITIES, TECHNICAL ASSISTANCE, FIELD GRANTS AND OTHER COMPONENTS. IN PRINCIPLE, THIS SHOULD REQUIRE THE INTEGRATED INVOLVEMENT OF MISSION PROGRAM ECONOMISTS, SENIOR MANAGEMENT, AND OTHER STAFF. WHILE THIS HAS WORKED WELL IN SEVERAL MISSIONS, THERE IS A TENDENCY FOR MISSION STAFF TO BE DIVIDED INTO OFFICES WITH PROJECTS AND STRATEGIC OBJECTIVES ASSIGNED FOR IMPLEMENTATION PURPOSES TO SPECIFIC OFFICES. IN ADDITION, THERE SOMETIMES IS NOT SUFFICIENT INTERACTION WITH NRM PROGRAMS BY SENIOR MANAGEMENT AND PROGRAM ECONOMISTS AND OFFICERS.

D. THE EXISTING PROJECT AND NON-PROJECT DESIGN APPROACH, AND THE RIGIDITY OF IMPLEMENTATION CONSPIRES AGAINST THE FULL INTEGRATION OF THE COMPONENTS OF SUCCESSFUL NRM. NEW APPROACHES TO DO OUR WORK MUST BE DEVELOPED. SECTOR PROGRAMS, BASED UPON AN OVERALL PROGRAMMATIC DESIGN AT THE STRATEGIC OBJECTIVE LEVEL, WITH CONSIDERABLE FLEXIBILITY BELOW THIS LEVEL, MAY BE ONE OPTION. SUCH APPROACHES COMPREHEND FAR MORE THAN QUOTE ROLLING DESIGN UNQUOTE. THERE WERE SEVERAL MEETINGS DURING THE WEEK THAT ADDRESSED THESE ISSUES, INCLUDING HOW TO INCORPORATE HYPOTHESIS TESTING INTO DESIGNS, THE POTENTIAL ROLE OF CONTRACTS BUILT AROUND OBJECTIVE-BASED PERFORMANCE, AND OTHER RELATED TOPICS. WE RECOMMEND THAT THE NRM SECTOR BE CONSIDERED AS A CASE EXAMPLE FOR THE DEVELOPMENT OF INNOVATIVE IMPLEMENTATION MODALITIES. IT IS CLEAR THAT CONTRACTS NEED TO BE CONTRACTIBLE, AND CONTRACTS AND GRANTS DIRECTED TOWARDS CONCRETE OBJECTIVES, BUT THERE MUST BE BETTER WAYS FOR US TO DO OUR WORK THAN THE PRESENT SYSTEM, WHICH DISTORTS PROGRAMS, UNDERCUTS PROCESS, AND IS, IN MANY INSTANCES, INHERENTLY COUNTERPRODUCTIVE TO THE OBJECTIVES OF LONGER TERM SUSTAINABLE DEVELOPMENT.

E. UNLESS USAID ACCOUNTABILITY AND REPORTING REQUIREMENTS BECOME LESS RESTRICTIVE, THERE IS A RISK THAT PVOS WILL COLLABORATE LESS WITH USAID, JUST WHEN WE HOPE TO RELY ON THEM MORE. PARTICULARLY ONEROUS ARE THE INCREASINGLY STRINGENT EXTERNAL AUDITING REQUIREMENTS. OTHER APPROACHES NEED TO BE DEVELOPED TO MAINTAIN ACCOUNTABILITY AND THE MONITORING OF IMPACT WITH PVO PROGRAMS, INCLUDING AN INTEGRATED APPROACH WITH OTHER COMPONENTS OF USAID IN SIMPLIFYING REPORTING AND AUDIT REQUIREMENTS, AND IN BUILDING CAPACITY.

## 10. INFORMATION EXCHANGE AND THE ROLE OF ARTS/FARA

A. THE ROLE OF INFORMATION AND KNOWLEDGE IN DEFINING PROGRAMS, IDENTIFYING CONDITIONS AND MONITORING IMPACT WAS A MAJOR FOCUS OF THE CONFERENCE. IT IS CLEAR THAT NRM PROGRAMS HAVE INTEGRATED IMPACT MONITORING AND KNOWLEDGE USE, BUT IT IS ALSO CLEAR THAT FAR MORE NEEDS TO BE DONE TO LEARN FROM MISSIONS AND IMPLEMENTERS ABOUT HOW KNOWLEDGE IS BEING COLLECTED, USED AND REPORTED. THIS TOPIC WILL BE DISCUSSED IN MORE DETAIL IN SEPTTEL.

B. INCREASED INTERCHANGE BETWEEN PROGRAMS: ONE MAJOR SUCCESS OF THE CONFERENCE WAS THE ABILITY OF COUNTRY TEAMS TO MEET WITH OTHER TEAMS TRYING TO WORK ON SIMILAR ISSUES, EVEN WHEN THE UNDERLYING SUBJECT MATTER OF THE TEAMS (EG., BIODIVERSITY, OR SUSTAINABLE AGRICULTURE) WAS QUITE DIFFERENT. THIS PROCESS MUST BE CONTINUED AFTER THE CONFERENCE.

C. ARTS/FARA SHOULD DEVELOP A SYSTEMATIC APPROACH FOR CONTINUING THIS DIALOGUE, THROUGH THE USE OF EMAIL, SHARED COMPUTER-BASED INFORMATION SYSTEMS, AND SUPPORT TO THE TRANSFER OF INFORMATION AND DATA BETWEEN MISSIONS, AND BETWEEN THE FIELD AND USAID/W.

#### 10. OTHER ACTIONS

A. GCC COUNTRY STUDIES: A TECHNICAL SESSION WAS HELD ON INTERNATIONAL CONVENTIONS, THE U.S. GCC COUNTRY STUDIES PROGRAM, AND IMPLICATIONS FOR USAID. A SEPTTEL REVIEWING THE PROGRAM AND DESCRIBING POTENTIAL USAID CONNECTIONS WILL FLOW FROM THE CONFERENCE.

B. REGIONAL PROGRAMS: USAID/W AND REDSO STAFF HELD A SIDE MEETING ON REGIONAL APPROACHES TO MANAGEMENT OF USAID NRM ASSISTANCE. PREVIOUS EXPERIENCES IN THIS MANAGEMENT APPROACH ARE BEING REEXAMINED AS USAID IS REINVENTED AND RIGHT-SIZED. THE FOCUS OF THE DISCUSSION WAS DEVELOPMENT OF A PROGRAM FOR THE ELEVEN COUNTRIES OF THE CONGO RIVER BASIN WHICH IS EXPECTED TO BE IDENTIFIED AS A FOCUS AREA FOR GLOBAL CLIMATE CHANGE AND BIODIVERSITY CONSERVATION IN AFRICA. A PROPOSED ACTION WILL BE THE SUBJECT OF A CONGO BASIN-SPECIFIC SEPTTEL. IN ADDITION, THE EXISTING SOUTHERN AFRICA REGIONAL PROGRAM IN NRM, AN APPROACH FOR COASTAL WEST AFRICA AND ANALYTIC SUPPORTIVE OF THE TWO REDSOS WERE DISCUSSED.

ii. THIS CABLE IS NOT A CONSENSUS DOCUMENT, GIVEN THE VARIETY OF OPINIONS EXPRESSED DURING THE WEEK, AND THE PERCEIVED NEED NOT TO HOMOGENIZE RECOMMENDATIONS AND ACTION STATEMENTS DOWN TO THE LOWEST COMMON DENOMINATOR. IT DOES REFLECT HOWEVER THE FULL RANGE OF ISSUES AND CONCLUSIONS OF THE FIVE DAYS OF MEETINGS. WE URGE MISSIONS AND OTHER ATTENDEES TO RESPOND WITH ADDITIONAL COMMENTS AND FURTHER ACTIONS, MINORITY VIEWPOINTS OR OTHER REMARKS.

PARIS FOR JOHN LEWIS, OECD/CLUB DU SAHEL, SAN JOSE FOR DAVE HEESSEN, ROME FOR FODAG.



## Appendix D

# Participant Conference Evaluations

*The following responses to conference evaluation questions represent a sample of the range of comments received at the end of the conference.*

### 1. In what tangible ways were Conference objectives accomplished?

- Country presentations and concurrent work groups were very effective in reviewing lessons learned; these activities also initiated dialogue between country programs. I expect that cross-country site visits will result.
- Many sessions concerning NEAPs, but all well integrated into larger issues (local and regional planning, for instance), so that linkages were also explained. Work groups and coffee sessions allowed informal linkages with other countries' development agents and central USAID staff.
- The ability to discuss other country experiences provided tremendous assistance in dealing with project activities. Skill sessions on Saturday provided necessary tools.
- They were partially accomplished as follows: 1. Logistically – yes; 2. Instructionally – yes, content good; 3. Synthetically – no, synthesis poor and biased. The presentations were well focused.
- Things were said and seemingly heard that may have been uncomfortable pushes to change former norms — very encouraging sharing information that promises to actually be used to influence policies that I will work with in the field in the future.
- The fundamental constraints to sustainable development/NRM were well addressed. Networking opportunities proven to be excellent.

### 2. What do you feel were the most effective panels, work groups or presentations and why?

- I think that the “best” session was the topical session late Wednesday afternoon on Impact Monitoring, where monitoring techniques for

NR&E were presented for Senegal, Malawi, Niger and AGRHYMET. The presentation by Malawi was EXCELLENT.

- Forest Code/Tenure panel – excellent source of information; poster sessions – very informative; plenary discussion *after* work group summaries – interesting.
- The most effective work groups were the planning and NRM groups. These two groups dealt with specific tangible issues and genuinely attempted to make concrete recommendations. However, *each* group should be reported on to avoid over generalizations as demonstrated in the Friday morning session.
- Series of sessions with same group. This gave time to get into depth.
- All the panels, work groups and presentations were very frustrating because of too ambitious/unrealistic agendas. lack of time, esp. for questions (all those I attended were cut off before all questions were taken, usually just as they were getting interesting). You need to restrict agendas (prob. # participants), and allow more time for in-depth discussion.
- (a) Regional and local planning: best work groups; successful perhaps because the subject was easier to compartmentalize and was limited by concrete actions, compared to the other work groups I attended re. PVOs. (b) Panels: the summary panels were very helpful to me in collecting my scattered thoughts. (c) Presentations: the two sessions with T. Johnson and G. Prickett about “whither USAID” gave me some peace of mind in allowing all dialogue and making the problems more human than E-mails and cables.
- I found the topical session and the Saturday sessions the most interesting and useful, particularly the sessions on NGOs which were oriented towards specific actions and recommendations, rather than only discussing issues without coming to any resolution. The country experience presentation in plenary was a good mechanism to get a very rich overview of different country programs. The presentation by

Gambia was particularly well done, with very clear and good audio-visual materials.

**3. Please give some examples of important actions for your country that were informed, completed or initiated.**

- Was able to plan next of my missions and coordinate visits with various NEAP teams as well as with USAID collaborators.
- IPC is trying to line up its next Field NEAP study on implementation issues. IPC participants met with USAID/Senegal staff to discuss a possible buy-in. Findings by IPC were disseminated and names gained for further dissemination.
- I am from USAID/W, so this is not as applicable for me. But, from the entire conference, the message concerning the importance of impact indicators, evaluation and monitoring is loud and clear.
- Made definitive plans for connect with NGO/PVO NRMs project, EPAT, and several other Global Bureau projects.
- The PVO/NGO discussion — most pertinent to me — was talked about but it is hard to know if the USAID/NGO/NRM “nexus” had made tangible steps forward. I hope yes, but am not sure. Time will tell.
- Our Malagasy participants learned more about USAID procedures/philosophy. Arranged reciprocal visits Madagascar/Uganda.

**4. What were the administrative/logistics decisions that contributed to achieving Conference objectives?**

- Conference hall was above average, as were graphics, microphone hook-ups (for the most part). Excellent organization. Lots of break-out rooms for small discussions. Getting people between many hotels and the conference, daily newsletter.
- Where do I begin and where do I stop!? Going from 60 to 180 attendees created a dynamic of its own on top of the usual complexities. Everyone’s willingness to put in long hours, keep tempers cool, try and have some fun working really helped. PLUS all those wonderful people who pitched in when they saw a need.
- I thought that they were all very good, given the difficulty in not being able to have every-

one stay at the same hotel.

- Decision to facilitate bilingual exchanges was invaluable, layout of room (large enough for number of people, reasonable lighting and air conditioning; the willingness to adjust the format on Day 3 felt very timely and responsive; the microphones worked!; the overheads worked! In some ways, the conference logistics were invisible and like a ballet, the thing flowed. The anguish and effort weren’t obtrusive. Posting the room assignments in a critical place was very useful. **Good work!**
- The flexibility of the organizer to readjust the agenda to respond to the participants’ desire to have more time for ad hoc meetings was very helpful. This allows for more of an exchange of lessons learned and common experiences.

**5. What aspects of the conference distracted you from gaining the most from the Conference?**

- Special sessions were too numerous, and time lags (inevitable) caused squeeze in ability to attend everything of interest.
- So many people, spread out; I would have liked more information on the daily schedules about each session, e.g., list of speakers and their specific topics.
- The small groups — and the report-outs — I think could have been organized more effectively. Much time was devoted to these sessions and the results were (are) a bit mixed.
- Being roped into acting as a rapporteur, which limited my ability to participate and network. The entire working group organization was not well thought out. There was not sufficient time to synthesize group results. Professional facilitators should have been used to run the groups and put together results, or alternately, the people involved should have: (1) been asked well in advance; (2) been allocated planning and synthesis time.
- Dealing with administrative aspects diverted me from substance. Choreography of process and match-making did not allow me to personally learn as much as was shared. Not being in the same hotel was also a major constraint for many participants.
- The work groups didn’t know where they were going or how to get there.
- Not enough time/opportunity to benefit from poster sessions and networking opportunities, which existed but couldn’t be followed up on.

**6. What kinds of follow-up and dissemination are appropriate to achieve the objectives? What will you do in your country?**

- Please distribute reporting cable. Need to inform other donors of the results and gain more partnership and understanding in the field.
- Provide the mission with a detailed report. The organizers should provide missions with proceedings of this conference. I hope we will get copies of all that was covered during the conference. I would recommend that all presenters have their papers sent to all participants.
- First of all, a copy of the proceedings with clear conclusions and recommendations should be sent to each participant; I will recommend and follow up the empowering of the agency to implement the NEAP under formulation and will advocate in all cases that grassroots organizations be recognized and used or made aware of the role they can and must play in NRM and contribute to build them up to do so, as much as I can.
- Channels for two-way communication between PVO/NGOs, missions, USAID and other part-

ners *must* occur. The list of participants provides one channel for disseminating *written* materials.

- USAID/W needs to write down what it promised the field in terms of opening up communication, changing procurement rules, not fixing what works...and check itself on it from time to time as the process of reorganization evolves, then do progress reports on those terms of reference. I would suggest this not be a cable or be supplemental to a cable, so that the terms of reference don't get revised by people who weren't part of the conference.
- Finalizing and wide circulation of conference proceedings; continued communication between countries and USAID/W through e-mail; sharing of information/documents on similar approaches/programs.
- Good reporting cable with focused site cables. New SIGs (special interest groups) to be formed. Will hold people to performance agreements. Follow up actions almost too massive to list. This conference will reverberate in Africa for a long time.

## *Appendix E*

# Country Background Documents

### **BOTSWANA**

**TITLE: Natural Resource Management Project (NRMP)**

LOP BUDGET: \$14,400,000

LOP PERIOD: August 1989–August 1996

**RELATIONSHIP TO MISSION OBJECTIVES:** The Botswana component of the SARP regional Natural Resource Management Project (BNRMP) is designed to serve the USAID/Botswana Program Goal of strengthening the conditions necessary to support sustained improvement of the economic and social well-being of the average Botswana household.

Specifically, the BNRMP serves as a Target of Opportunity which demonstrates the socioeconomic sustainability of communist-based natural resource management. Two broad outputs achieve this purpose; to select and establish viable community-based natural resource management demonstration projects; and create the conditions necessary for replicable demonstration projects in community-based natural resource management.

**PROJECT COMPONENTS:** Demonstration projects in community-based resource utilization which are predicated on defining the resource base as a community asset. Community-based projects to be supported will be based on wildlife utilization through tourism, hunting, processing and marketing animal products, and the sustainable utilization of veld and forest products.

Planning and applied research will support the development of management plans for the northern national parks and reserves, and for the national network of Wildlife Management Areas (WMA). The impact of project activities will also be monitored and evaluated under this component.

Environmental education activities will increase public awareness of environmental issues through curriculum development, teacher training, and nonformal education.

Personnel planning and training to strengthen staff training and career development for employees of the Department of Wildlife and National Parks.

**IMPLEMENTATION MECHANISMS:**

Counterpart Agency: Department of Wildlife and National Parks

Contractor: Chemonics (Prime); Conservation International; Development Technologies, Inc.

Grantees: Resource Planning & Management (Pty) Ltd., Kalahari Conservation Society, IUCN, Kuru Development Trust, Thusano Lefatsheng

**PROGRESS TO DATE:** Please refer to Briefing Notes in information packet.

**AVAILABLE DOCUMENTATION:** Please refer to information packet.

### **THE GAMBIA**

**TITLE OF ACTIVITY: Agriculture and Natural Resources (ANR) Program and Support Project**

LOP BUDGET: \$22,500,000

LOP PERIOD: August 1992–December 1997

**RELATIONSHIP TO MISSION OBJECTIVES:** Supports Mission's Strategic Objective: "Sustainable increases in agricultural production in areas under improved natural resource management practices".

**PROJECT COMPONENTS:**

1. NPA — Provides funds to Government of The Gambia (GOTG) for debt repayment, conditioned upon policy changes by GOTG designed to: (i) strengthen the national policy and institutional framework governing natural resources; (ii) create an enabling framework to allow local communities to assume management control of, and benefit financially from, local land-based resources.

2. Support Project — Technical assistance, community support, training, and field level activities which support implementation of the policy agenda. Project components: (i) enhancing natural resources policy analysis and formulation capacity; (ii) supporting community-based natural resources management; (iii) improving GOTG's environmental monitoring capacity; (iv) strengthening environmental education in the formal and informal sectors; and (v) expanding the use of program budgeting in the Ministry of Natural Resources, Ministry of Agriculture, and the National Environment Agency.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Natural Resources; National Environment Agency; Ministry of Agriculture
- B. Contractors: International Resources Group, Inc., Academy for Educational Development
- C. Grantees: Land Tenure Center; Peace Corps/The Gambia; Save the Children/USA
- D. Others: Program grants to NGOs

**PROGRESS TO DATE:** One agricultural "Community Resource Management Agreement" negotiated and first year implemented in pilot village; "Natural Resource Policy Analysis Agenda" drafted; environmental education needs assessment initiated; program budgeting system introduced in one department of Ministry of Natural Resources; aerial survey completed; four district case studies on resource tenure completed.

**ISSUES FOR THE CONFERENCE:**

1. Striking a balance between project's action-oriented interventions and building the local institutional capacity to continue such interventions.
2. Formulating national policy which is informed by community-based experience.

**AVAILABLE DOCUMENTATION:**

- Program Assistance Approval Document (PAAD)
- ANR Baseline Survey and Monitoring System for USAID/Banjul

## **MADAGASCAR**

**TITLE OF ACTIVITY: Trade in Biodiversity for Environmental Management (TRADEM)**

**LOP BUDGET:** \$10,000,000

**LOP PERIOD:** 1995 start-up

**RELATIONSHIP TO MISSION OBJECTIVES:** USAID/Madagascar's third strategic objective is to reduce natural resource depletion in target areas. The purpose of this project is to provide a base for the further development of a control system for the utilization and management of flora and fauna exported from Madagascar, thereby enabling local populations to improve their livelihoods through nondestructive use of natural resources. Focusing target-level activities on the increase of income opportunities for resources users will result in better natural resource management and biodiversity conservation in and around targeted protected areas.

**PROJECT COMPONENTS:**

1. Conduct studies concerning the Malagasy flora and fauna market potential in the areas of collection, as well as prices, taxes, and trade regulation within the country.
2. Develop PID and PP for 1995 start-up.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agencies: National Association for the Management of Protected Areas (ANGAP); Department of Water and Forests (DEF)
- B. Contractors: Institutional Contractor: TBD
- C. Grantees: TBD
- D. Others: TBD

**PROGRESS TO DATE:**

1. Background study completed on "International Perceptions of the Malagasy Export Trade."
2. Scopes of work developed for studies concerning status of the system that actually exists (both impacts on the populations of species concerned and the socioeconomic impact on those involved in the trade); market potential of Malagasy flora and fauna; and the status of national control systems.
3. Contracting for completion of studies among certified firms initiated.

**ISSUES FOR THE CONFERENCE:**

- Legal aspects — need for a legal basis for

defining the relationship between the state and those parts of the private sector which become involved in the exploitation and management of state lands.

- Social context — adequate understanding of the aspirations of local people and the effect of new products on land use practices.
- Long-term economic viability of the products developed; e.g., adequacy of markets, supplies, and suppliers of products derived from wild resources.
- Exploitation of wild resources is highly controversial; consequently, the influence of the international conservation community will have to be taken into account in the development of all facets of this project.

AVAILABLE DOCUMENTATION: Concept Paper and Scopes of Work.

## MALAWI

### **TITLE OF ACTIVITY: Mala i Environmental Monitoring Program**

LOP BUDGET: \$1,300,000

LOP PERIOD: September 1993–September 1996.

RELATIONSHIP TO MISSION OBJECTIVES: The Environmental Monitoring Program (EMP) is a subactivity of the Agricultural Sector Assistance Program (ASAP) Support Project. ASAP's goal is to increase smallholder farmer agricultural production and productivity. Its purpose is to expand smallholder access to agricultural inputs, output markets, cash crop production alternatives, and labor market information. Policy reforms supported by the ASAP have given smallholder farmers on customary land a portion of the national burley tobacco production quota. The right to grow burley was exclusively reserved for estates prior to 1990/91. The EMP is designed, among other things, to monitor the impact of increased smallholder production of burley tobacco associated with ASAP policy reforms.

#### PROJECT COMPONENTS:

1. Monitor the impact of ASAP-supported policy reforms on the environment.
2. Establish national capacity to monitor environmental impact, develop policy and manage Malawi's environment and natural resources in a sustainable manner.

3. Provide technologies to DREA and other line departments to assist in producing maps and reports on issues related to environmental monitoring.

#### IMPLEMENTATION MECHANISMS:

- A. Counterpart agency: Department of Research and Environmental Affairs (DREA), Office of the President and Cabinet
- B. Contractors: DNA
- C. Grantees: University of Arizona and Clark University
- D. Others: DNA

PROGRESS TO DATE: Five catchments have been selected and demarcated as monitoring sites, and aerial photography has been acquired. Monitoring equipment and GIS hardware and software have been ordered.

ISSUES FOR THE CONFERENCE: No problems have been encountered so far, but the following issues are worthy of mention:

1. Low-cost technology is being put in place for implementation.
2. Existing line departments will collect, analyze the data and report on their findings. All involved departments are enthusiastic about the process.
3. The role of DREA is to coordinate and provide and synthesize the data collected, and report on its findings to the National Council for the Environment.
4. The line departments are particularly excited because they have long waited for the opportunity to become engaged in monitoring the effects of development policies and projects on the environment.

AVAILABLE DOCUMENTATION: Environmental Monitoring Program for Mala i (Project Document), Mala i Environmental Monitoring Program (Flyer).

## MALI

### **TITLE OF ACTIVITY: PVO Co-Financing Project: Subsector: Natural Resources Management**

LOP BUDGET: \$50,000,000 (NRM subgrants OF \$8,142,000)

LOP PERIOD: August 1989–August 1997

#### **RELATIONSHIP TO MISSION OBJECTIVES:**

Mission's two goals: to promote economic growth and improve the quality of life, are supported by Project goals: to promote economic development through more efficient resource allocation and increased production, higher incomes and improved well-being at the community level.

**PROJECT COMPONENTS:** Components of Natural Resource Management Sector portion of PVO Co-Financing Project include: training, improved water supplies, herd and pasture regeneration; village irrigation, soil and water management, tree planting.

**IMPLEMENTATION MECHANISMS:** Subgrants to private voluntary organizations, which are paired with local nongovernmental organizations.

- A. Counterpart agency: None
- B. Contractors: None
- C. Grantees: To date: World Vision, World Education, Save the Children, CARE-Mali, Near East Foundation
- D. Others: 30 local groups organized into natural resource management "Pivot Groups" which consult together with NGO's and PVO's on technical issues, program development, monitoring, and training.

#### **PROGRESS TO DATE:**

- 1. 100 wells, 120 dams, and 12 boreholes constructed, serving 26,000 persons;
- 2. 275 hectares of pasture regenerated (330 families) and 22 pastoral associations formed, serving 12 oases;
- 3. village irrigation perimeters constructed on 125 ha, serving 640 persons; soil and water management regimes instituted on 290 ha, serving 1,092 persons, and 7 farmers' associations (5,035 persons) established;
- 4. 32,300 m. of living fences, 30,000 of small dikes and 148 forest plantations established (688 = total number of people involved);
- 5. 600 persons planted 61,173 trees; 6 natural

- forests and parks improved; and
- 6. 4,373 persons trained.

**ISSUES FOR THE CONFERENCE:** How to effectively monitor growing numbers of subgrantees and subgrantees, both to assess environmental impact at design stage and monitor both positive and negative outcomes during implementation.

**AVAILABLE DOCUMENTATION:** PVO Co-Financing Project Paper Amendment No. 3, August 1993.

### **TITLE OF ACTIVITY: Development of Haute Vallée Project**

LOP BUDGET: \$29,500,000

LOP PERIOD: August 1988–December 1997

**RELATIONSHIP TO MISSION OBJECTIVES:** This is an integrated rural development project, with multiple components. The natural resource management component relates to the Mission's subtargets on Resource Management (farmers adopt improved farming practices), and Land Use and Tenure (land use and forest policies favoring private agroforestry investment are implemented).

#### **PROJECT COMPONENTS:**

- 1. Improve extension mechanism;
- 2. transfer credit, marketing, input supply functions to private sector;
- 3. upgrade rural farm-to-market roads;
- 4. functional literacy.

#### **IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Rural Development: Office du Haute Vallée
- B. Contractors: DAI contract expired; now in RFP process for new contractor
- C. Grantees: (1) National Cooperative Business Association; (2) National Functional Literacy Directorate
- D. Others: None

**PROGRESS TO DATE:** Regarding natural resource management: (1) 16 new natural resource management technologies or practices have been extended to about 10,000 farmers; (2) Twelve village associations have successfully negotiated agreements with the National Water and Forestry service under which they are authorized to manage their forest reserves in exchange for agreeing to replant trees

and control cutting in the perimeter of the village.

ISSUES FOR THE CONFERENCE: See first issue raised for Mali's Forestry Sector Reform program.

AVAILABLE DOCUMENTATION: See country team

**TITLE OF ACTIVITY: African Emergency Locust and Grasshopper subproject**

LOP BUDGET: \$2,014,000

LOP PERIOD: June 1988–December 1994

RELATIONSHIP TO MISSION OBJECTIVES: Relates to USAID Mali program logical framework; Resource Management: Farmers adopt improved farming practices.

PROJECT COMPONENTS: Train farmers to use pesticides safely and teach alternatives to pesticides; promote farming practices related to crop protection. During 1994, Montana State University will conduct large-scale controlled field trials to demonstrate that an ultra-low volume formulation of "beauveria bassiana" fungus can control grasshoppers and locusts. This research follows earlier work by Montana State in Mali on this pest control technique.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Rural Development, Plant Protection Service
- B. Contractors: None
- C. Grantees: Plant Protection Service; Montana State University
- D. Others: None

PROGRESS TO DATE: Training of Plant Protection Service personnel; French translation of Supplementary Environmental Assessment distributed to Malian government agencies, other donors and development organizations; small-scale trials of "beauveria bassiana" fungus for grasshopper and locust control completed Summer 1992; 2,000 farmers trained in safe pesticide use; 50 villages trained in alternative measures to use of pesticides.

ISSUES FOR THE CONFERENCE: How will national plant protection agencies be assisted when the project ends?

AVAILABLE DOCUMENTATION: See country team.

**TITLE OF ACTIVITY: Animal Productivity and Export Project (APEX)**

LOP BUDGET: \$18,820,000

LOP PERIOD: March 1992–June 1999

**RELATIONSHIP TO MISSION OBJECTIVES:**

<u>Mission objective</u>	<u>Subtarget addressed by project</u>
1. Increase private-sector participation	Increase employment opportunities (1) Abolish export taxes, minimize nuisance taxes, simplify export procedures; and
2. Increase incomes in areas of high productive potential.	(b) increase vaccination rates for animals and number of private veterinarians.

**PROJECT COMPONENTS:**

- 1. Technical training;
- 2. Market system improvement;
- 3. Livestock sector policy determination;
- 4. Environmental impact assessments.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Rural Development: Central Veterinary Laboratory, National Livestock Directorate, Center for Animal Research
- B. Contractors: Washington State University
- C. Grantees: None
- D. Others: Producer groups

PROGRESS TO DATE: Market studies for cattle and sheep, market price broadcasts in local languages, feasibility studies for cattle, small ruminants, milk, skins and hides and poultry; marketing and trade data for producers and exporters; policy studies; poultry training; forage use training for 212 producers; phase I of pilot assessment of agropastoral land resources and land use policy implications; legislation to allow central veterinary lab to sell vaccines submitted.

ISSUES FOR THE CONFERENCE: Is USAID's investment in livestock activities ending despite their importance in African natural resource management?

AVAILABLE DOCUMENTATION: APEX (688-0244) Project Paper.



**TITLE OF ACTIVITY: Forestry Sector Reform Program**

LOP BUDGET: \$14,000,000

LOP PERIOD: In design as of November 1993

**RELATIONSHIP TO MISSION OBJECTIVES:** The goal of the program directly parallels that of the USAID Mali program goal as stated in the API, that is the promotion of sustainable economic growth. The project purpose is to increase sustainable rural productivity through application of a rational natural resource policy framework and improved environmental management.

**PROJECT COMPONENTS:** This program is now at the PAAD-design stage. The following describes its conceptualization at PAIP stage. The challenge facing Mali in the implementation of an improved natural resource management strategy is twofold: a) the effective participation of local populations in obtaining and exercising their rights and responsibilities vis-a-vis the sustainable use of the natural resource base, and b) protection of the environment. In responding to this challenge the Forestry Sector Reform Program will target three implementation action areas: 1) policy/decentralization, 2) resource management, and 3) environmental monitoring. Policy analysis and formulation will essentially establish the guidelines for the scale of decentralization actions. Improved policy analysis and public awareness will help educate the government and inform the public with respect to understanding the changes demanded for better natural resources management. The decentralization initiatives of the Malian government will provide the avenue for enabling local populations to exercise greater control over the management of natural resources important to their social and economic well being. Improved natural resource management actions will focus technical activities in areas deemed to be in the public interest which promote sustainable development and environmental protection while simultaneously increasing incomes. Environmental monitoring will help ensure ecological integrity and provide a measure of performance with respect to policy decisions, public response, and improved management.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of the Environment, Direction des Eaux et Forêts
- B. Contractors: Not yet identified

- C. Grantees: Not yet identified
- D. Others: Not yet identified

**PROGRESS TO DATE:** This program is still in design. Prior project, Village Reforestation Project ended in July 1993. It was highly successful in dissemination of improved technologies at village level, establishing 20,224 meters of live fences, establishing 50 private nurseries and training farmers in agroforestry and soil and water conservation technologies. Preliminary national conferences and users' meeting have been held to reform Mali's national forestry code, which affects not only forests, but also water use and land tenure. The new program will continue policy reforms and work at the village level to establish community management of natural resources.

**ISSUES FOR THE CONFERENCE:** Ineffective natural resource management policies and programs contribute to Mali's inability to create an environment that fosters sustainable production systems to expand income generation possibilities in rural areas. Although development activities have introduced a variety of technical interventions that have contributed to improved management, the pace of environmental degradation in Mali has continued. Until recently, strong centrally managed government, widespread state control over resource access, and limited government resources have played an important role in the continued misuse of the natural resource base.

**AVAILABLE DOCUMENTATION:** Program Assistance Identification Paper (12/92)

## **MOZAMBIQUE**

**TITLE OF ACTIVITY: PVO Support Project**

LOP BUDGET: \$90,000,000

LOP PERIOD: June 1990–September 1996

**RELATIONSHIP TO MISSION OBJECTIVES:** Drought recovery, Food Security, Resettlement and Rehabilitation.

**PROJECT COMPONENTS:** Grants to International PVOs to implement water, health and sanitation, and agricultural recovery activities.

#### IMPLEMENTATION MECHANISMS:

- A. Counterpart agency: Ministry of Cooperation
- B. Contractors: DNA
- C. Grantees: World Vision, CARE, Food for the Hungry, World Relief, Accion Internacional Contra la Faim, Adventist Development and Relief Agency, Save the Children/USA, Africare, Salesians International, Mozambique Health Committee, Medical Care International
- D. Others: DNA

**PROGRESS TO DATE:** Beginning to address the issue of transition from relief to development in our activities now that the drought and war emergency are over. Long-term issues will be to redirect our activities to rural rehabilitation, community development, and institution building.

**ISSUES FOR THE CONFERENCE:** Agricultural sustainability in a food security/emergency recovery situation; natural resource management/biodiversity within resettlement issues. How to incorporate environment/natural resource management issues into USAID/Mozambique's CPSP.

**AVAILABLE DOCUMENTATION:** API, PVO Support Project PP.

## REPUBLIC OF NAMIBIA

### **TITLE OF ACTIVITY: Living in a Finite Environment (LIFE)**

**LOP BUDGET:** \$10,500,000

**LOP PERIOD:** August 1992–August 1997

**RELATIONSHIP TO MISSION OBJECTIVES:** The LIFE Project is part of SARP. Objectives are:

1. To improve the sustainable social and economic well being of poor rural communities in targeted areas;
2. To protect ecological diversity;
3. To improve community-based capabilities to manage natural resources in a sustainable manner;
4. To disseminate knowledge of CBNRM among SADC members.

#### **PROJECT COMPONENTS:**

1. Community-based natural resource management (CBNRM)
2. Environmental education

3. Regional coordination and exchange of information
4. Applied Research Grant to Etosha Ecological Institute (EEI)

#### IMPLEMENTATION MECHANISMS:

- A. Counterpart Agency: Ministry of Wildlife Conservation and Tourism (MWCT)
- B. Contractors: World Wildlife Fund, Etosha Ecological Institute
- C. Grantees: The Rossing Foundation, Nyae Nyae Development Foundation of Namibia. Integrated rural development and nature conservation
- D. Others

#### PROGRESS TO DATE:

June 14, 1993, a 4.25 year Cooperative Agreement signed with WWF, a U.S.-based PVO

September 15, 1993 PVO staff in country.

LIFE Steering Committee established, made up of MWCT, NGOs and USAID, to provide general management and oversight to the project and WWF.

Bridging grant given to EEI following the zoological Society of San Diego's premature and unilateral termination of its Grant Agreement with USAID.

Regional NRMS Coordinator's site visit on September 1993.

#### ISSUES OF PROJECT START-UP:

Nonspecificity of the Project Paper, variations from the PP to the IPA to the Cooperative Agreement

End of Project Status (EOPS) and Logframe Outputs as listed in the PP are imprecise, vague and nonquantifiable.

Steering committee to review inconsistencies between PP and CA.

**AVAILABLE DOCUMENTATION:** Project Status Report.

## NIGER

### TITLE OF ACTIVITY: Agriculture Sector Development Grant II (ASDG II)

LOP BUDGET: \$28,200,000

LOP PERIOD: August 1990–December 1995

**RELATIONSHIP TO MISSION OBJECTIVES:** The ASDG II program relates directly to the Mission's 2nd Strategic objective of increasing opportunities for sustainable agricultural production and rural enterprises. The program is designed to change the policy environment in order to encourage farmers and herders to adopt natural resources management practices that will result in sustainable increased agricultural, livestock and forest productivity, and therefore producers' income. Through counterpart funds generated by satisfaction of conditionalities, the program provides financial resources to the GON, NGOs and the private sector to implement NRM activities in the field.

**PROJECT COMPONENTS:** Nonproject Assistance — In order to establish the desired legal and policy framework and to strengthen the appropriate institutions, the program has a number of objectives:

1. Formulation and implementation of a national strategy and program for NRM.
2. Establishment of secure land tenure rights and therefore the right of use of natural resources by rural populations.
3. Decentralization of decision making and executive powers in regards to NRM issues from central government to local level.
4. Enhancement of the "change agent"/extension role of forestry agents.
5. Strengthening of NGO capacity in NRM.
6. Improvement of management of human and financial resources of GON rural development ministries.
7. Improved programming, coordination, and management of projects in the rural development investment budget.

#### IMPLEMENTATION MECHANISMS:

- A. Counterpart agency: Ministry of Finance and Plan; Ministry of Agriculture and Livestock
- B. Contractors: International Resources Group(IRG)
- C. Grantees: Land Tenure Center, University of Wisconsin-Madison; IFPRI (coop agreements)
- D. Others: U.S. PSC for Natural Resources Expert

**PROGRESS TO DATE:** Since the time of program design through the present, the GON has given increasing attention to natural resources management in Niger. NRM is the first of four principle elements of a comprehensive rural development strategy as outlined in the recently adopted *Principes Directeurs d'Une Politique de Développement Rural Pour le Niger*. The government has made progress in harmonizing development plans that relate to natural resources management by creating the *Cellule de Gestion des Ressources Naturelles*. The *Principes d'Orientation du Code Rural* were formerly adopted and published in March 1993 and are now in the process of being translated into national languages and disseminated throughout the country. Several studies that relate to the satisfaction of CPs have been or are in the process of being undertaken. CPs for Tranche IA have been met and those for IB should be met by the end of 1993. CPs for Tranche 2 should be well on their way to being satisfied by April 1994.

Assisting the GON in implementing the program and attaining its objectives are three contracted institutions. The International Resources Group (IRG) with two long-term advisers is the prime contractor for ASDG II, working directly with the Studies and Planning Directorate (DEP) within the Ministry of Agriculture and Livestock. The University of Wisconsin's Land Tenure Center (LTC) with a cooperative agreement is working on an intermittent basis with the Permanent Secretary of the Rural Code, providing deductive research support to its efforts to draft and promulgate Niger's Rural Code. LTC is guiding efforts in land tenure and promotion of local control over natural resources. The International Food Policy Research Institute (IFPRI) has been commissioned to do several studies gathering socioeconomic data to support the ASDG II analytical base.

#### ISSUES FOR THE CONFERENCE:

- (1) The scope of ASDG II interventions is extremely broad and varied; there are a great many activities to initiate, support and track. Many require close collaboration with a number of institutions apart from the collaborating Ministry. The bureaucratic organizations are not set up to deal with this complexity. Developing and maintaining the many initiatives and institutional linkages is difficult with only two resident advisors and one full time counterpart person. How does one cope in this context while trying to build institutional capacity? Also, where is the most efficient placement of Tech-

nical Assistance in the Government bureaucracy?

- (2) A related issue is that the objective to build host country capacity which is a long term time consuming process of much hand-holding comes in conflict with the realities of meeting deadlines for “moving money” and demonstrating progress. What is the solution?
- (3) Many of the Program issues or themes are “moving targets”, particularly given the institutional context which is in a state of flux, and multiple donor interventions in the same areas of interest. An additional factor is that the CPs were prepared for the most part in 1990, and circumstances have often changed considerably. How can a program such as ASDG II keep current and on the cutting edge?
- (4) Nonproject Assistance in theory is hailed as a mechanism to lower the management burden on a Mission. However, ensuring that CPs are met, establishing linkages between projects, and tracking backsliding are management intensive activities. In addition, counterpart funds must be tracked in order to insure a reasonable level of accountability and measurement of impact. There is the tension of providing counterpart funds to areas not requiring tracking (in order to save management effort) and the need for accountability. How do other programs handle this problem?

#### AVAILABLE DOCUMENTATION:

- (1) PAAD; PP; Grant Agreement
- (2) Land Tenure Center Discussion papers 1–7 on land tenure and conflict resolution issues
- (3) Biodiversity of Niger
- (4) Sahelian Forestry Code Workshop, by R. McClain
- (5) NGO and NRM — Niger, by PVO-NGO/NRMS Project

## SENEGAL

### **TITLE OF ACTIVITY: Community-Based Natural Resources Management (CBNRM)**

LOP BUDGET: \$25,000,000

LOP PERIOD: August 1993–December 2001

RELATIONSHIP TO MISSION OBJECTIVES: The CBNRM Project promotes our strategic objective of increasing rural income derived from exploita-

tion of natural resources, consistent with decentralized, sustainable natural resource management. The project places heavy emphasis on increased soil productivity and addresses issues pertaining to local community participation in the identification, planning, use, and conservation of natural resources. This continued community participation will help to reverse the resource base degradation process and protect existing resources.

PROJECT COMPONENTS: The project has four major related components:

1. Policy Implementation and Analyses;
2. Human Resources Development;
3. Land Use Management; and
4. Natural Resources Management Monitoring.

#### IMPLEMENTATION MECHANISMS:

- A. Counterpart Agency: Ministry of Environment and Protection of Nature
- B. Contractors: Not Selected
- C. Grantees: Government of Senegal
- D. Others: NGOs/PVOs; Private Sector; the Earth Resources Observation Systems (EROS) through a Participating Agency Service Agreement; other GOS services (Centre de Suivi Ecologique, Centres d'Expansion Rurale Polyvalents, Communautes Rurales)

PROGRESS TO DATE: The project is at its Initial Implementation Phase which includes principally the acquisition of the Technical Assistance contract.

ISSUES FOR THE CONFERENCE: A major factor of the CBNRM project is the creation of a viable, community-based system of NRM to overcome past mistakes related to heavy state involvement in project development and failure to devolve authority to local institutions. The project will be a significant contribution to the Government of Senegal's efforts to give effect to recently approved NRM legislation, the new Forestry Code of the Senior Council for the Environment and Natural Resources (CONSERE) and to address the critical restructuring of NRM in Senegal by: (a) catalyzing the involvement of rural communities and village organizations in better understanding the country's legal policy framework for natural resource use and conservation; (b) stimulating the provision of coordinated services from centralized, national ministries; and (c) provide on-going NRM financing for interventions which will enable local communities to conduct their private and communal affairs in resource sustainable ways.

AVAILABLE DOCUMENTATION: Project Paper.

**TITLE OF ACTIVITY: Natural Resources-Based Agricultural Research Project (NRBAR)**

LOP BUDGET: \$19,750,000

LOP PERIOD: July 1991–July 1998

**RELATIONSHIP TO MISSION OBJECTIVES:** The NRBAR project directly addresses Mission's strategic objective No. 2, that is, Increased productivity and sustainability of cereals-based cropping systems for four selected cereals — millet, sorghum, corn and rice in zones of reliable rainfall. The NRBAR project is aimed at assisting the Senegalese Agricultural Research Institute (ISRA) to sustain the generation of natural resources-based technologies that increase the productivity and sustainability of cereals-based cropping systems and to facilitate transfer of these technologies to Senegalese farmers. Development of an effective natural resources-based research program depends on effective farmer participation in research planning, field trial testing and evaluation. The NRBAR is also designed to help ISRA to improve its financial and research management.

**PROJECT COMPONENTS:**

1. Research support;
2. Support for ISRA's natural resources program;
3. Linkages to regional and international institutions;
4. Technical assistance (long- and short-term); and
5. Participant training management.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart Agency: Institut Sénégalais de Recherches Agricoles (ISRA)
- B. Contractors: Consortium for International Development (CID); Development Alternatives, Inc. (DAI).
- C. Grantees: ISRA; OSDIL (Senegalese NGO); Winrock; Rodale.
- D. Others:

**PROGRESS TO DATE:** Following basic documents were developed and approved: the 1993 work plan, procedures manual, LOP long-term training plan, monitoring and evaluation plan, and 1st biannual report.

The project has completed a technology field-level review of farmer utilized natural resource management technologies and strategies which assess and quantify their present and potential economic impact. USAID has entered into a direct contract

with a local accounting and financial management firm for assisting ISRA with its current financial crisis. The firm will assist ISRA in its development of a viable financial management system for its human and technological dimensions. The firm has completed step I of the contract and the second phase will start after the procurement and installation of a new computer equipment for ISRA to be financed by the World Bank.

All long-term ISRA and CID personnel have been recruited and assigned.

Four short-term consultants have been employed to date, they have played crucial roles in developing the procedures manual, the long-term training program, the monitoring and evaluation plan, and a research impact study plan.

The implementation of the small grants program has begun. A grants management committee has been established and it has awarded seven (7) grants.

Five candidates selected for Ph.D. and 9 for M.S. were approved by USAID and placed at US universities. 4 Ph.D. departed for U.S. universities.

**ISSUES FOR THE CONFERENCE:** The substance of the NRBAR project differs from standard research efforts in several ways. First, it actively encourages ISRA to develop an approach to research that requires farmer participation. The project helps ISRA established a system for collaborating with the testing, validation and evaluation of technologies it has developed. ISRA signs protocols with NGOs, farmers' organizations, agricultural input suppliers to test technologies on-farm. The project funds these protocols. This enables farmers to establish their own priorities, and helps ISRA respond directly with new technologies. The requirement for collaborative farmer participatory research will increase the likelihood of that technologies will be adopted. Accordingly conferees should examine the methodology to involve farmers in research projects and how this participation could be improved. The Chief of Party will attend conference and could present information efforts to implement this unique approach to agriculture research.

**AVAILABLE DOCUMENTATION:** Project Paper; Biannual report; 1993 workplan; Natural Resources-Based Agricultural Technology Inventory.

**TITLE OF ACTIVITY: Kaolack Agriculture Enterprise Development Project (KAED)**

LOP BUDGET: \$8,000,000

LOP PERIOD: September 1992–September 1997

**RELATIONSHIP TO MISSION OBJECTIVES:** The KAED project's strategy is to increase incomes and productivity derived from sustainable use of natural resources in the Kaolack region. The purpose of this project is to establish and/or support viable agricultural/agroindustrial private enterprises which utilize environmentally sound NRM interventions. The primary targets population of the project are the members of agriculturally based enterprises (ABEs), alternately known as GIEs (economic enterprises), registered women's groups, youth groups, or other village-based organizations, or associations. The project will concentrate on 72 organized groups with legal status which can have access to formal sources of credit. The project shall train ABE members in how to identify and carry out economically viable small-scale enterprise activities. Emphasis will be placed on activities consistent with sustainable NRM interventions. Activities will include training in management, credit, and NRM technology; identification and establishment of viable crop production, processing and marketing; NRM demonstration fields associated with vegetable gardening, animal fattening and cereal marketing. During project implementation, other different forms and scales of viable economic activities may be identified. In the demonstration fields, the project will introduce and test and disseminate NRM interventions such as windbreaks, ridging, natural regeneration, improved fallow cycles, life fencing, etc.

**PROJECT COMPONENTS:**

1. Training component: To carry out the farmer's knowledge base in on-farm, business and natural resource management;
2. Direct financial assistance component: To implement available rural infrastructures and resources;
3. Indirect financial assistance component: To provide access to credit and saving services;
4. Monitoring component: To provide baseline infrastructure productive activities, incomes, etc.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Woman, Child

and Family.

- B. Contractors: DNA
- C. Grantees: Africare (the KAED project is a co-operative agreement).
- D. Others: DNA

**PROGRESS TO DATE:** The project is in its first year of implementation. Eight village management units have been created. The project has established its demonstration fields and proposed activities for infrastructure development. Results of first year activities are currently being evaluated.

**ISSUES FOR THE CONFERENCE:** None.

**AVAILABLE DOCUMENTATION:** Project Paper Work Plans, Credit Reports.

**ZIMBABWE (SARP)**

**TITLE OF ACTIVITY: Natural Resources Management Project**

LOP BUDGET: \$38,830,000

LOP PERIOD: August 1989–September 1997

**RELATIONSHIP TO MISSION OBJECTIVES:**

1. Increased household food security in communal areas of Natural regions IV and V;
2. Increased household income generated by community-based natural resources management activities.

**PROJECT COMPONENTS:** Wildlife Conservation, Community Development, Planning and Applied Research, and Regional communication and training.

**IMPLEMENTATION MECHANISMS:**

- A. Counterpart agency: Ministry of Environment and Tourism, Department of National Parks and Wildlife Management
- B. Contractors: DNA
- C. Grantees: Zimbabwe Trust, University of Zimbabwe, Centre for Applied Social Sciences
- D. Others: DNA

**PROGRESS TO DATE:** Substantial progress in all project elements. Evaluation under way. Plan in place for amendment design, beginning January 1994.

**ISSUES FOR THE CONFERENCE:** Building indigenous implementation capacities among HC counterparts and NGOs. HC dependence upon donor funds to support NRM/Environmental programs/projects.

**AVAILABLE DOCUMENTATION:** PP, Interim Assessment Report, Special Studies, Annual Reports/Work Plans, Evaluation (by January, 1994).

## **POLICY ANALYSIS AND FORMULATION IN AFRICA**

### **TITLE OF ACTIVITY: NRM Policy Consultative Group for Africa**

**ACTIVITY MANAGER:** Tom Fox, Center for International Development and Environment, World Resources Institute.

**RELATIONSHIP TO MISSION OBJECTIVE:** Improve the quality and quantity of policy analysis to African missions and their colleagues.

**SPECIFIC STUDIES/ACTIVITIES:** The PCG is currently undertaking a study on institutional mechanisms for sustainable development planning in Africa. This study will consist of field work in 5

NEAP countries and in three countries with other national planning exercises. Field work will go on for approximately 8 months — the study will culminate in workshops for African policy makers and others concerned with NRM policy in Africa.

**COLLABORATING INSTITUTIONS/MISSIONS:** Network for Sustainable Development in Africa, Multi-Donor Secretariat, and assistance from those missions where field work is scheduled to take place (Madagascar, Uganda, Kenya, Gambia, Ghana, Rwanda, Guinea, Botswana, Zambia, Ethiopia, Zimbabwe, Mali)

**WRI CONTACT NAMES:** Tom Fox, Director, Center for International Development and Environment, WRI, 1709 New York Ave., NW, Washington, DC. Telephone: 202-662-2589; fax: 202-638-0036.

**EXPECTED OUTPUTS:** Institutional study as described above. Also, various peer review activities and technical support on policy issues to various missions and African governments.

**CURRENT STATUS:** WRI staff person, Clement Dorm-Adzobu, is currently housed in Abidjan at NESDA. He has completed the desk study portion and is ready to begin field work activities. Various PCG members will be involved over the course of the year.

## Appendix F

# Ad Hoc Meetings on USAID/NGO Partnerships

Two *ad hoc* meetings were organized by NGOs during the course of the conference; both were well-attended by NGO and USAID staff. There was great interest at these meetings because: (1) USAID personnel and programs are increasingly more interested in working in partnership with both international and local NGOs; (2) joint programs are showing significant potential for success; and (3) participating partners have been occasionally frustrated with the structure of USAID/NGO relationships, and these frustrations need to be addressed in order to maintain effective working relationships and improve the likelihood of project success.

A series of recommendations emerged from the meetings, focusing on both the fundamental nature of USAID/NGO partnerships (i.e., roles, responsibilities) and the mechanics of project implementation (i.e., reporting and accounting).

Briefly, meeting participants suggested that USAID move to:

- recognize the goals and operations of an NGO and avoid pressures that distort their integrity. The USAID/NGO agreement should reflect this recognition and ensure the NGO's responsibility and authority during project implementation;
- ensure greater consistency in programs and procedures. Long-term program strategies should be established and maintained, despite changes in USAID personnel or development "fashion;"
- increase use of planning grants to permit NGOs to participate in the project design

process. This will require that the NGOs be accepted as a partners in both design and in implementation;

- establish regular and effective two-way communication with NGOs. Missions should also establish formal and informal mechanisms to maintain dialogue with NGOs in country;
- devise effective administration of NCO programs. Either more administrative autonomy must be granted to NGO (e.g. via well designed grants rather than cooperative agreements, or the quantity and/or quality of USAID staff must increase;
- at some level of budget, reduce and simplify administrative and financial requirements. Below a certain point, it is far more cost effective to evaluate periodically rather than to institute elaborate accountability requirements;
- simplify and disseminate USAID guidelines, and improve training of USAID operational regulations for USAID and NGO staff; and
- relax registration requirements for USAID certification of indigenous NGO, opening up many more opportunities for partnership.

*For a full statement of the meetings, including recommendations, contact Amy Vedder, Wildlife Conservation Society, International Program, 185th and Southern Blvd, Bronx, New York 10460, USA.*



- \*34 / *Structural Adjustment and Agricultural Reform in South Africa*
- \*35 / *Policy Reforms and Structural Adjustment in Zambia: The Case of Agriculture and Trade*
- \*36 / *Analysis of Policy Reform and Structural Adjustment Programs in Zimbabwe: With Emphasis on Agriculture and Trade*
- 37 / *The Control of Dysentery in Africa: Overview, Recommendations, and Checklists*
- 38 / *Collaborative Programs in Primary Education, Health, and Nutrition: Report on the Proceedings of a Collaborative Meeting, Washington, D.C., May 7-8, 1996*
- \*39 / *Trends in Real Food Prices in Six Sub-Saharan African Countries*
- \*40 / *Cash Crop and Foodgrain Productivity in Senegal: Historical View, New Survey Evidence, and Policy Implications*
- 41 / *Schools Are Places for Girls Too: Creating an Environment of Validation*
- \*42 / *Bilateral Donor Agencies and the Environment: Pest and Pesticide Management*
- \*43 / *Commercialization of Research and Technology*
- \*44 / *Basic Guide to Using Debt Conversions*
- \*45 / *Considerations of Wildlife Resources and Land Use in Chad*
- 46 / *Report on the Basic Education Workshop — Brits, South Africa, July 20-25, 1996*
- 47 / *Education Reform Support — Vol. 1: Overview and Bibliography*
- 48 / *Education Reform Support — Vol. 2: Foundations of the Approach*
- 49 / *Education Reform Support — Vol. 3: A Framework for Making It Happen*
- 50 / *Education Reform Support — Vol. 4: Tools and Technique*
- 51 / *Education Reform Support — Vol. 5: Strategy Development and Project Design*
- 52 / *Education Reform Support — Vol. 6: Evaluating Education Reform Support*
- \*53 / *Checkoffs: New Approaches to Funding Research, Development, and Conservation*

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